SUNNYVALE DEPARTMENT OF PUBLIC SAFETY

LAW ENFORCEMENT SUB-ELEMENT

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LAW ENFORCEMENT SUB-ELEMENT

**This Sub-Element complies with California Government
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Sunnyvale City Council on January 10, 1995**

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The Employees and Officers of the Sunnyvale Department of Public Safety

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EXECUTIVE SUMMARY

PURPOSE AND STRUCTURE

The Law Enforcement Sub-Element consists of two major components: a description of existing conditions, and a set of integrated goals, policies, and action statements that will provide guidance for future decision making. The first component focuses on the police role as a response to community conditions. Key indicators of community conditions are analyzed for future trends and the future requirements to ensure the appropriateness and adequacy of the police response. The inter-relationships in both the criminal justice system and the broader human resources system are stressed throughout the sub-element.

The set of goals, policies, and action statements reflects the direction in which the City wishes to advance, and outlines the specific steps that must be taken to move that way. Since providing police services not only has unique local demands but also operates within and is impacted by a regional as well as State criminal justice system, it is also important that the City coordinate its efforts with the County, neighboring cities, regional agencies, and all levels of government through a variety of agencies. Within this same context, because criminal behavior is not bounded by jurisdictional lines, positive response to crime by an individual jurisdiction may be limited in its effect without extensive coordination between surrounding communities. Efforts directed at alleviating community conditions which are social disorder productive requires going beyond the scope of the criminal justice system and necessitates action from a wide range of public and private agencies at all levels.

Finally, this sub-element is one of three that comprise the entire Public Safety Element of the General Plan that include: (1) Law Enforcement, (2) Fire, and (3) Support Services. Because of the degree of integration of Police, Fire and Support Services within one Department under the "Public Safety" concept, there exist extensive inter-relationships between these three sub-elements. Each sub-element must be considered within the context of the whole Public Safety Element, particularly in those areas where common issues impact the total Department and the broad range of Public Safety service delivery. Further, the police function is strongly related to other General Plan sub-elements such as Transportation, Land Use, Recreation, Neighborhood Preservation, and Seismic Safety and Safety sub-elements.

PUBLIC SAFETY - A NON TRADITIONAL APPROACH

The Department of Public Safety was established formally in the City of Sunnyvale June 6, 1950 by Council resolution Number 1040. This approach to municipal safety services has become a hallmark of safety concepts and practices by using a generalized approach that avoids duplication of effort, economizes staffing without reducing service levels and is more flexible and responsive to community safety needs.

As developed by Sunnyvale, the term "Public Safety" means that personnel are trained to provide both police and fire services through a system where personnel rotate from police to fire assignment every 3 -5 years. In addition, persons assigned to police patrol respond to fire emergencies when required. This allows the Public Safety Department to assign fewer personnel to fire stations and maintain high quality police services with the result that the local crime rate is among the lowest in the nation and the state for cities of comparable size and the City is a Class 3 fire rating by the Insurance Services Office, the national organization that rates municipal fire protection capability.

The Law Enforcement Sub-Element addresses the police role of the Public Safety officer. The fire role of Police Division assigned personnel is discussed in the Fire Services Sub-Element.

MAJOR FINDINGS

The following major findings form the basis for goals and policies which are presented on the following pages.

1. The Public Safety concept of dual training of personnel for Police and Fire service is a unique and effective method of resource allocation.

2. The role of the police in a free society has been and will continue to be in a state of change. To be successful, the police will have to respond not only to individual crimes and criminals in the traditional manner, but also to underlying problems that contribute to crime and unrest in the community. The service role of the police officer will continue to develop as a major area of emphasis coupled with the traditional roles of arrest and order maintenance.

3. While the role of the police in society is affected by a broad spectrum of influences outside the community, it is at the local level where decisions are made as to what specific services are provided, with what priorities, with what resources, and with what degree of quality.

4.   Demographics, physical design and condition of the community, and all City services have significant impact on the level of crime and social order within Sunnyvale.

5.   Response to emergencies has the highest priority of all police activities. The Police Services Division of Public Safety responds to approximately 2,000 emergency calls for service each year, with an average on-scene response time in 1993 of 3.26 minutes from time of dispatch. Police services also responds to approximately 9,000 urgent calls for service with an average on-scene response time of 4.5 minutes from time of dispatch.

6.   Police services promotes safety and community confidence by providing service to approximately 50,000 non-emergency calls for assistance on police-related problems each year.

6.   Actual crimes represent only 15% of the total number of calls for police services. Investigation of those crimes, however, requires significant allocation of resources.

7.   Sunnyvale enjoys a significantly lower crime rate and a higher case clearance rate when compared to cities of similar size. The comparison also holds true at regional, State and the national levels.

9.   Court decisions have caused significant changes in juvenile justice proceedings that necessitate the use of community based support groups to provide delinquency diversion and prevention programs.

10.   Traffic collisions represent by far the largest direct loss to the public in terms of both physical injury and monetary loss.

11.   The purpose of Selective Traffic Enforcement is to improve traffic safety by employing strategies and techniques that decrease the accident ratio per miles travelled in the city.

12.   Over half of all calls made to the police are requests for help in personal and interpersonal matters unrelated to crime. Police officers are frequently called upon to provide emergency intervention in interpersonal conflicts. Crisis intervention is usually temporary and achieving long term resolution requires the use of resources from other governmental agencies, criminal justice agencies, social service agencies and community based support groups.

13. The uniformed patrol officer is one of the most visible representatives of City government and, to a large extent, influences public attitude toward the quality and sufficiency of City services.

14. Community support, cooperation, confidence, participation and satisfaction are essential elements in the police/citizen partnership. A strong partnership is required for the police to successfully perform their duties.

15. The timely analysis of crimes, crime trends, and other community problems is essential in order to determine the most effective deployment of resources.

GOALS AND POLICIES

Goal 4.1A: **PROVIDE A SAFE AND SECURE ENVIRONMENT FOR PEOPLE AND PROPERTY IN THE COMMUNITY.**

Policy 4.1A.1:   Provide rapid and timely response to all emergencies.

Policy 4.1A.2:   Control conduct recognized as threatening to life and property.

Policy 4.1A.3:   Provide investigative services directed toward successful prosecution and conviction of criminal offenders.

Policy 4.1A.4:   Reduce crime by strengthening the police/community partnership.

Policy 4.1A.5:   Facilitate the safe movement of pedestrians, bicyclists and vehicles.

GOAL 4.1B: **PROVIDE COMMUNITY ORIENTED SERVICES THAT ARE RESPONSIVE TO CITIZEN'S NEEDS IN TRADITIONALLY NONCRIMINAL AREAS.**

Policy 4.1B.1:   Aid those who cannot care for themselves(intoxicated, addicted, mentally ill, physically disabled, the young, the old, the homeless).

Policy 4.1B.2:   Provide crisis intervention and conflict management/resolution.

GOAL 4.1C: INCREASE AND MAINTAIN PUBLIC CONFIDENCE IN THE ABILITY OF THE PUBLIC SAFETY DEPARTMENT TO PROVIDE QUALITY POLICE SERVICES.

Policy 4.1C.1:   Provide for assessment of changing community needs and expectations.

Policy 4.1.C2:   Provide inspection and control of personnel and Department operations which is proactive and responsive to citizen concerns.

GOAL 4.1D: CONDUCT PLANNING AND ADMINISTRATION THAT INCORPORATES INTERACTION WITH OTHER CITY DEPARTMENTS AS WELL AS OTHER AGENCIES, BOTH PUBLIC AND PRIVATE, WHERE MUTUAL CONCERNS EXIST WHICH COULD HAVE IMPACT ON THE DELIVERY OF POLICE SERVICES.

Policy 4.1D.1:   Coordinate law enforcement planning with local regional, state and federal plans.

Policy 4.1D.2:   Provide effective and efficient management of Public Safety resources in order to meet the needs of the community and the internal organization.

GOAL 4.1E: SUSTAIN A HIGHLY TRAINED POLICE SERVICES DIVISION IN ORDER TO ASSURE THAT POLICE SERVICES ARE PROVIDED IN A QUALITY AND EFFICIENT MANNER.

Policy 4.1E.1:   Train and develop employees to meet state and local standards.

Staffing and Resource Changes Since 1980

1. Implemented the Selective Traffic Enforcement Unit consisting of five motorcycle officers and a supervisor. The Unit is responsible for quality traffic enforcement by identifying areas within the City where a high volume of accidents occur and taking appropriate enforcement action in order to reduce the accident rate. Officers

assigned to this Unit also comprise the Department's Major Accident Investigation Team and each is highly trained in accident investigation and reconstruction.

2.   Developed and implemented the Department's Community Services Bureau in order to promote a focal point for public safety education and crime prevention to the community and to provide a key liaison point between Public Safety and the Community. The Bureau is managed by a Public Safety Captain and is staffed by five Neighborhood Resource Officers, a Neighborhood Resource Lieutenant, a Juvenile Probation Officer, four Crime Prevention Assistants, an Emergency Preparedness Coordinator, and 7 Community Service Officers.

3.   Developed and implemented the Department's Narcotics Unit which is staffed by three Public Safety Officers and a Public Safety Lieutenant. The Unit is responsible for local undercover narcotics investigations and has expanded its' level of expertise in the investigation of major drug trafficking cases and money laundering. The Unit has been involved in the seizure of over $6,000,000 in cash which has resulted in the Department being awarded more than $3.6 million through the Federal forfeiture system to be used for law enforcement expenditures.

4.   Developed and implemented the Department's Canine Program consisting of two police canines and two Public Safety Officers. The Unit has two police vehicles that are specially equipped for canine use. The canines are used to apprehend suspects, conduct building searches, and to conduct area searches for suspects and missing persons.

5.   Added the position of Patrol Staff Lieutenant to the Patrol Operations Bureau. The Lieutenants responsibility is to assist the Patrol Operations Captain in the development of policy and procedure, maintain liaison with other City Departments, investigate citizen complaints and conduct research as needed on police related matters.

6.   Increased the number of school crossing guards from 21 to 40 in order to provide crossing guard coverage at hazardous intersections. Added the position of Administrative Aide to supervise the Crossing Guard program and the Nuisance Vehicle Inspection program which had previously been supervised by a Patrol Lieutenant.

7.   Added the position of Forensic Specialist who is responsible for comparing latent prints taken from crime scenes in order to identify a suspect in the case and to act as a fingerprint expert for courtroom testimony. The Forensic Specialist is also

responsible for maintaining the Departments Automated Fingerprint Identification System, processing major crime scenes for evidence and preserving evidence.

8.   Established an Animal Control Unit consisting of two Community Service Officers who provide complete animal control services for the City.

9.   Contracted with Santa Clara County to provide an in-house Juvenile Probation Officer to deal specifically with juveniles arrested in Sunnyvale.   The Officer participates in the juvenile diversion program, provides counseling to juvenile offenders and parents, and makes referrals to the County Juvenile Probation Department on juveniles involved in more serious offenses.

10.   Increased the number of Nuisance Vehicle Inspectors from one to two.   The Inspectors are responsible for the removal of abandoned vehicles from city streets and private property.   This unit now handles over 90% of all the reported abandoned vehicles thus freeing up time for Public Safety Officers to provide preventive patrol activities.

11.   Increased the number of Crime Scene Investigators to ten.   These Officers are specially trained in the collection and preservation of crime scene evidence and are assigned to patrol around the clock.   The unit has been provided with two fully equipped crime scene evidence vans which contain state-of-the-art evidence processing and collection equipment.

12.   Implemented a Tactical Team consisting of 34 Officers and 2 Lieutenants.   The team is specially trained in crowd control techniques and mass arrest procedures. The unit is responsible for crowd control and arrest activities at demonstrations and strikes.

13.   Installed a new Police Records Management System and Computer Aided Dispatch System.   This new system provides the Department with the ability to store and retrieve information more accurately than the previous system.   Information is now immediately available to program managers and investigators at their worksites on desktop computers.

14.   Installed "Live Scan" in the Departments holding facility.   This computerized system permits Officers to digitally scan an arrestee's fingerprints with a computerized scanner and then transfer the scanned fingerprint images to a laser printer.   The Officer can then print out as many ten print fingerprint cards as needed. In previous years, Officers had to roll an arrestee's fingerprints with ink onto a ten print card and repeat this process until the required number of cards were completed.

15. Installed a digital imaging system which permits Officers to take digital booking photographs of an arrested person and store the image on computer for later retrieval and use. The system permits officers to search the image data base for photographs that match information on physical characteristics which are input into the computer by the Officer. The system can instantly produce and print photo lineups for use by Officers when attempting to identify suspects in criminal cases.

16. Installed an Automated Fingerprint Identification System. This system consists of a high powered computer workstation and scanner. The computer has a database of several hundred thousand known fingerprints and is capable of searching the database in order to match latent prints lifted at a crime scene with known suspects. The system will also store the scanned images of latent fingerprints for future comparison against known prints as they are entered.

17. Equipped patrol Officers with laptop computers for use in writing reports in the field. Eventually these reports will be able to be downloaded directly into the Departments main computer thus saving staff time currently used for manual entry into the system.

19. Provided six Desk Officers assigned to two patrol teams for 24 hour coverage at Public Safety Headquarters. The Officers take police reports over the phone, provide Public Safety related information to citizens, handle booking and release of prisoners, and provide security at Public Safety Headquarters. The Desk Officers handle minor criminal reports thus freeing the Officers in the field for preventive patrol.

20. Developed and implemented a new Field Training Officer program consisting of twelve Field Training Officers assigned to the Patrol Operations Bureau. The program provides new Officers with in-house training and hands-on training in the field for a period of twelve weeks. New Officers are assigned to the program after completing the Police Academy. The program is designed to ensure that the Department has quality trained Officers for police services.

21. Contracted with Santa Clara County Child Protective Services for an in-house Master Social Worker to provide assistance on child abuse and neglect investigations.

COMMUNITY CONDITIONS

SUNNYVALE, CALIFORNIA

THE CHANGING POLICE ROLE

Placing the police role in the proper perspective is an imperative first step in looking for and establishing long term goals and priorities. Over the last three decades, the forces shaping the definition of the police role in society have been in a constant state of change and the effectiveness of the traditional principles of policing has been constantly questioned. In order to guide the delivery of police services into the future, one must understand the complexities of the various influences that have been brought to bear on shaping the police role in society today.

In a democracy the police and the community are vitally interdependent. The community looks to the police to maintain the basic order so necessary for true freedom. Even in this most basic police mission, the police depend upon the citizenry to call in incidents and emergencies, to provide information necessary for investigations, and to follow through with prosecution. A foundation of positive, collaborative working arrangements (not just public relations programs) between police and the community is essential if a community is to have confidence in and give support to its police department. Active outreach to and systematic engagement of the community provide the police with a better flow of information and a more accurate understanding of problems, concerns, and expectations in the various neighborhoods. Continual interaction can also serve as a catalyst in mobilizing neighborhoods to protect themselves better and to identify other resources and organizations that can assist the police in problem-solving efforts. The greatest responsibility for systematically developing and maintaining that dialogue and rapport lies with patrol officers - the police whose contact with the community is most direct and continuing.
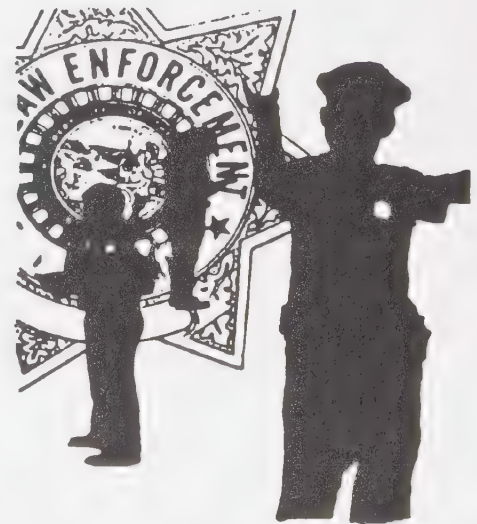
The old vision of the police officer solely as a crime fighter neglects the department's need to be accountable to the citizens and for a partnership with the community. Police departments need to evaluate their performance on their contribution to the quality of life in their neighborhoods, not just on crime statistics.

THE COMPLEXITIES OF THE POLICE ROLE - A SHORT HISTORY

In order to understand the complexities of the police role in Sunnyvale, one must have some insight into the history of police work over the last several decades and the developments that have had an impact on changing that role.

Prior to the 1960's, police departments nationwide embraced an organizational strategy that sought authority in criminal law. Their primary objective was to control crime through the utilization of such tactics as preventive patrol, rapid response to calls for service and criminal investigations. Success was measured by crime rate, arrests and crime clearance data. Police departments emphasized classical organizational forms and defined themselves as professional organizations that should be kept out of the purview of citizens, academics and researchers. Police business was just that: police business.

In the 1960's, the police were confronted with new problems, some of which were blamed on police attitudes and action. Middle class Viet Nam war protestors, civil rights activists, and poor people - whole segments of society - rose up in angry demonstrations against the policies of the government in which they had begun to lose faith. The police were ill prepared to deal with these problems, yet had to maintain order. The response was to attempt to quell disturbances through arrests backed up by the use of force. These tactics, once tolerated when used against perceived criminals, outraged the public when used against the members of the middle class who had participated in demonstrations. The police came to be seen as sources of violent conflict as much as peace keepers. Public

and media attention became more focused on police tactics and procedures.

Also in the 1960's, the Supreme Court, as a result of a more focused attention on police tactics and procedures, made several rulings that would greatly impact police conduct during criminal investigations:

1961: Evidence illegally seized by police cannot be used against state-level criminal defendants (Mapp v Ohio)

1963: Defendants in state-level felony cases have right to counsel (Gideon v Wainwright)

1964: The accused have the right to counsel during interrogation (Escobedo v Illinois)

1966: Suspects have the right to counsel when criminal investigations begin to focus on them; they must be informed of their right to remain silent (Miranda v Arizona).

One measure of the turmoil in U.S. cities and the controversy surrounding police practices in the late 1960's and early 1970's was the proliferation of blue-ribbon commissions during that period. Five national commissions were formed to examine the various aspects of police services and the criminal justice process and make recommendations for reform. In addition, social scientists increasingly undertook research into policing. The findings of these commissions and researchers was startling.

First there is general agreement that the greatest percentage of police staffing, time and resources, is and must be allocated to activities that have either nothing, or only very little to do with crime fighting in the strict sense of the term. Second, these activities, commonly referred to as peacekeeping, entail the methodical handling of an enormously wide-ranging variety of often highly complex and almost invariably very serious human problems. Third, police officers typically receive little instruction, little guidance, and above all, very little recognition

for doing this work. Fourth, officers exercise wide discretion in dealing with these activities.

In addition, research showed that the traditional approach of preventive patrol, rapid response to calls for service and criminal investigations had little impact on crime. Preventive patrol prevented very little; rapid response to calls for service proved largely ineffective; criminal investigations rarely improved clearance rates.

As a result of much of this research, a new direction for Police began to emerge in the early 1980's and continues to develop into the 1990's. Known as Community Policing, this new direction places emphasis on the fact that the basic police mission is proactive crime prevention, not merely responding to calls for service. Community Policing fulfills this mission by maintaining a visible police presence in neighborhoods, undertaking activities to solve crime producing problems, arresting law violators, maintaining order and resolving disputes and encouraging citizens to take more initiative in preventing and solving crimes. Community policing strongly emphasizes a shared responsibility between the Police and the citizens for maintaining safe and peaceful neighborhoods.

THE COMPLEXITIES OF THE POLICE ROLE
THE CURRENT TASKS

What are the current tasks and responsibilities expected of today's Police Officer? The Police, as an agency of the criminal justice system, have a major responsibility for dealing with crime, but the role of the Police Officer goes beyond the narrow functions of law enforcement. In 1972, the American Bar Association developed the "Standards Relating to the Urban Police Function" which describes a wide range of responsibilities for service delivery by municipal law enforcement agencies:

1. To identify criminal offenders and criminal activity and, where appropriate, to apprehend offenders and participate in subsequent court proceedings;

2. To reduce the opportunities for the commission of some crimes through preventive patrol and other measures;
3. To aid individuals who are in danger of physical harm;
4. To protect constitutional guarantees;
5. To facilitate the movement of people and vehicles;
6. To assist those who cannot care for themselves;
7. To resolve conflict;
8. To identify problems that are potentially serious law enforcement or governmental problems;
9. To create and maintain a feeling of security in the community;
10. To promote and preserve civil order; and
11. To provide other services on an emergency basis.

These diverse responsibilities of the police were officially recognized by the International Association of Chiefs of Police and will still hold true far into the future.

THE COMPLEXITIES OF THE POLICE ROLE
THE FUTURE

In the mid-1990's, a time of budgetary constraints, economic depression and diminishing resources for federal, state and local governmental agencies, the challenge to law enforcement is to redefine the role of the police in society in non-traditional terms. What exactly should the police be doing? How effectively will they be doing it, and how can they measure that effectiveness? This new definition of the Police role must include organizational strategies that focus more on crime prevention, fear reduction, problem solving, order maintenance, and developing an effective partnership with the community.

In addition to the current responsibilities, police officers in the late 90's will have to gain a greater knowledge of their neighborhoods. Citizens share a great concern about crime, but generally are more concerned about an even broader range of social problems, daily incivilities and other living issues that lead to a loss of sense of community. Rather than focusing just on individual incidents, the police officer of the late 90's must focus on problems, even identifying problems
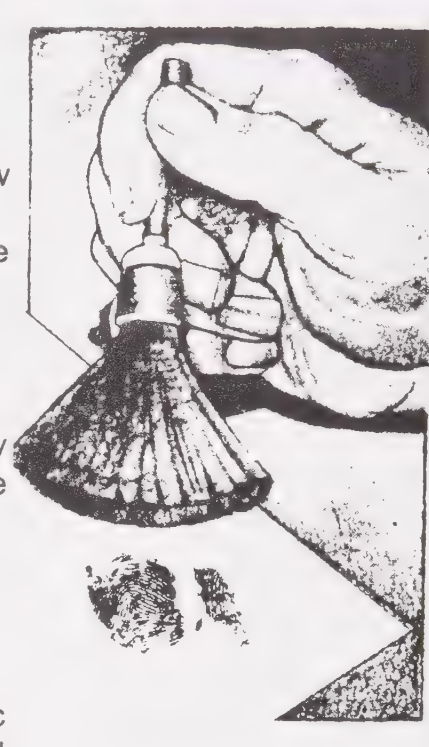
not articulated by the citizens. Untended, these issues that lead to a loss of sense of community and increased fear, also lead to more serious disorder and crime.

THE COMPLEXITIES OF INFLUENCES ON THE POLICE ROLE

How did the police role become so complex? The wide range of expectations and responsibilities with which the police have been charged have come, to a great degree, without any coherent planning by State and local governments as to what the overriding objectives or priorities of the police should be. Instead, what police do is determined largely by the competing factors which influence police involvement in responding to various government or community needs. These factors include:

- Broad legislative mandates to the police.
- Authority of the police to use force lawfully.
- Investigative ability of the police.
- The 24 hour availability of the police.
- The expectations of the local community.

LEGISLATIVE MANDATES

Police authority is derived from the State. The entire criminal justice system exists by State mandate rather than through local authority. Generally, police are given broad legislative mandates with legislative statutes employing sweeping phrases such as "to enforce the law" and" to"keep the peace". It should also be recognized that police strategies in dealing with crime and disorder are often largely dependent upon other agencies, particularly within, but sometimes outside the criminal justice system. Although crime and disorder are generally thought of as police problems, this narrow perspective results in a failure to act to improve other components of the criminal justice system, such as the courts, prosecution and defense, correctional and youth service agencies and programs, other agencies that can and should become involved in working with potential offenders and actual

offenders, and the community itself. Adherence to this perception results in a failure to understand the system as a single process, composed of necessarily interdependent, although not effectively integrated elements, where the causes of criminal behavior, criminal events, and the resources needed to respond to crime and disorder lie. This single process moves through the police, the courts and correctional agencies, back once again to the community with the return of the offender.

Local police agencies are organized within a general "home rule" concept so as to be relatively autonomous in operation in order to be responsive to local community needs. Yet the structural framework of the criminal justice system creates inter-relationships between its components which make community policing never totally without external requirements and relationships. Each area of the justice system can place requirements or limitations on local police agencies and can influence the delivery of police services.

Federal courts		Municipal council	State legislature (crim laws and appropriations)	Congress (criminal laws and appropriations)
State courts		Municipal executive		
Citizen advocate		Police executive	State special investigators	Civil rights commission
District Attorney		Service policies		FBI

Agencies influencing police service policies
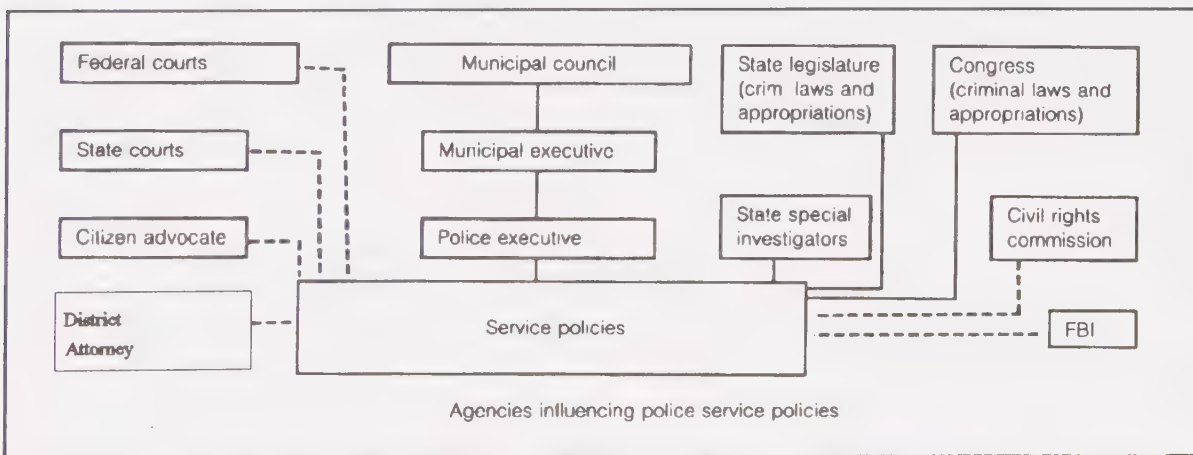
SOURCE: Local Government Police Management

AUTHORITY OF POLICE TO USE FORCE LAWFULLY

Although governmental powers are deliberately limited in order to safeguard the constitutional rights of citizens, the police hold concentrated powers to intervene in citizens' daily lives.

To safeguard life and property, police are given statutory authority to detain, question, search, and arrest those who are breaking or those who are suspected of breaking the law, and to use that force which is necessary when carrying out these duties. It is because of the authority of police to use force lawfully, including deadly force, that citizens rely on them to deal with a wide range of potentially dangerous situations.

THE INVESTIGATIVE ABILITY OF THE POLICE

Much of policing involves obtaining facts - particularly for the purposes of detecting and identifying persons who engage in criminal or prohibited behavior. Of all the skills that police officers possess, the capacity to sift through complex situations, in order to establish and verify facts, is among the most important. This ability is not only put to use in situations in which a crime has allegedly occurred, but more commonly in everyday occurrences where something appears awry and the exact nature of the situation is unknown. It is to the police that the public turns, not only when there are outward signs of the unusual, but also when only further inquiry will establish whether there is actually a need for assistance or intervention.

THE TWENTY-FOUR HOUR AVAILABILITY OF THE POLICE

The police are one of the few governmental or private agencies that operate twenty-four hours a day, seven days a week, with the capacity through strategically placed personnel to respond quickly to wide ranging requests for assistance. This availability takes on special importance when many of the governmental and private agencies providing social services are either closed, unavailable, or unable to respond when the need for such services is required. When situations reach crisis proportions during these hours, it is to the police that citizens usually turn. Much of what the police do is accrued to them because of their twenty-four hour availability.

COMMUNITY INFLUENCES

To this point, the influences explored have dealt with the extended community in viewing the police in a broad social

context. It is however, at the local level that the specific nature of the goals which police seek to achieve in their efforts to carry out mandates from the various influences are defined. It is at the local level where the decisions are made as to what services are provided, with what priorities, and with what degree of quality. Within the community exist competing needs for limited available police resources with special requests for service coming from neighborhoods, commercial interests, and citizens groups.

Police services provided by Public Safety are first and foremost a reflection of community needs and expectations. Yet, these services and programs are just one point in an evolutionary continuum. As Sunnyvale has grown and changed in composition and character, so too have the services provided by Public Safety undergone important changes in order to remain responsive to community and citizens' needs. To maintain that responsiveness in the future, Public Safety will require different strategies and approaches as Sunnyvale is a dynamic and changing community.

To understand why Public Safety Police Services are what they are today, it is important to look at Sunnyvale's history and how these various influences interacted. To understand what Public Safety Police Services will have to be in the future and to plan for it, it is important to look at the direction in which the community is now moving and the role that critical influences will play in determining that direction.

THE COMMUNITY

Prior to 1950, Sunnyvale was basically an agricultural community with a limited industrial base. Housing was geared to providing homes for workers in local industry. During the 1950's, the electronics and aerospace industries began locating in Sunnyvale, beginning the shift from an agricultural community to a highly sophisticated technological center. Today, Sunnyvale is both a residential community and a geographical center for "high tech" industries.
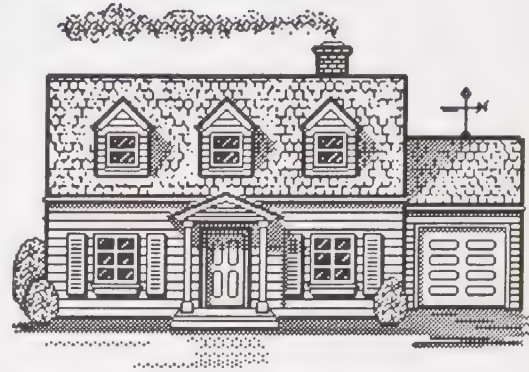
There are many factors that can influence community conditions and therefore influence the police role in the community.

POPULATION CHARACTERISTICS AS AN INFLUENCE

Much of Sunnyvale's population growth occurred in one twenty year surge between 1950 and 1970. Between 1980 and 1994 the population has increased from 106,618 to 124,204. The Community is now in a leveling trend.

In 1970, the median age of Sunnyvale's population was 26.2 years and in 1980 it was 31.1 years. Based on statistics from the 1990 census, the median age has risen to 33.3 years. Should this shift in age distribution continue to rise, it will have an impact on the crime rate in Sunnyvale.

Young people commit a disproportionate amount of crime. Currently, 30% of the population of Sunnyvale is under the age of 25. Consider that in 1992, 11.9% of all arrestees in the nation for FBI Part 1 crimes were under the age of 15; 29.1% were under 18 years; 42.8% were under the age of 21; and 55.9% were under the age of 25. While different offenses have different involvement patterns in terms of age and the peak ages for certain offenses have shifted over time, crime continues to be committed by the young.

Violent crime has become one of the nations major concerns. Historically, juveniles had a propensity towards property related crimes. Nationally, during the 1980's, crimes of violence committed by juveniles began to increase markedly, involving all races, social classes and lifestyles. Between 1988 and 1992 the number of arrests of persons under the age of 18 for FBI Part 1 violent crimes increased by 47.4% while the number of arrests for property crimes in the same age group increased 7.6%. In contrast, the total number of arrests for persons 18 and over for violent crime has increased 18.8% and 0.7% for property crimes. Social scientists believe that much of the increase in juvenile violence can be attributed to a breakdown of families, schools, and other societal institutions.

NEIGHBORHOOD PLANNING AS AN INFLUENCE

While some demographic factors have worked to increase demand for police services, others have had influences in the opposite direction. The neighborhood concept in planning is one example. During the early 1950's, the city was divided into neighborhood areas as illustrated by figure 2. Within the large planning areas are smaller, discrete residential neighborhoods. These neighborhoods share common characteristics and facilities. In concept, each of these smaller neighborhoods share a contiguous area bounded by traffic arteries, served by an elementary school or park within walking distance and are provided with shopping facilities within a half-mile radius to meet the day-to-day needs of its residents.

The physical layout of a neighborhood's streets and housing can influence crime and social disorder. The nature of a neighborhood's boundaries is important in two ways. First, such features as major traffic arterials form "natural boundaries" and contribute to a shared definition of the neighborhood's territory and sense of community. The second impact of boundaries is on crime patterns. Physical features can serve to dissuade outsiders looking for crime opportunities. Where mixed land use occurs and major thoroughfares crisscross neighborhoods, crime opportunities

NEIGHBORHOOD
PLANNING AREAS

North

COMMUNITY DEVELOPMENT DEPARTMENT   (8/81)
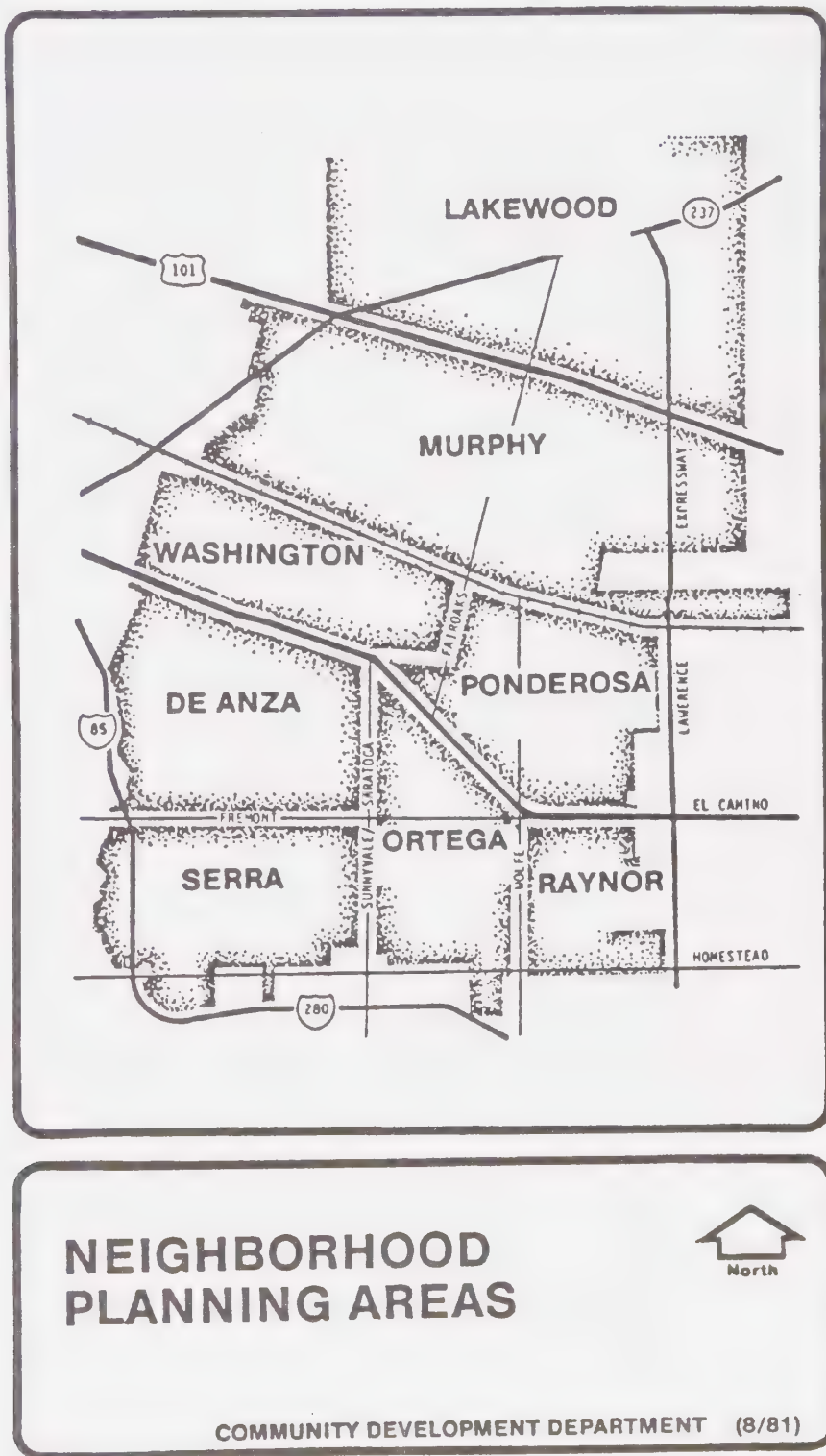
Figure 2

increase as the legitimate presence of strangers in the neighborhood is increased. Smaller businesses and local shopping streets do not tend to have this effect.

NEIGHBORHOOD TIES AS AN INFLUENCE

As physical layout is an important influence, so too are the residents' ties to the neighborhood. The stronger the ties and sense of community, the less likely that social disorder will occur. In essence, each resident's neighborhood ties are a reflection of his or her stake in the area and the options for living elsewhere. The stake may be economic (investment in a home, for example), social (status, friendships), affective (a preference for the architecture, family history) or a combination of these. Home ownership is the most recognized of these factors. Options for living elsewhere, i.e. mobility, also differ among individuals and households.   In general, younger households and those with greater income are more able to change their residential location; the poor, the elderly, and families with children in school are less able or likely to move.

Young adults are usually mobile and slow to develop community ties. Among renters, it is primarily those with very limited alternatives - the old and the poor - who form a somewhat stable residential population. This stable base is eroding because of high rental costs.   Census information indicates that renters tend to move more frequently. Based on information provided in the 1990 Census, only 15.3 percent of the available rental units were occupied by the same householder longer than 5 years as opposed to 67.3% of owner-occupied houses.

Homeowners typically move less often; their economic interest in the neighborhood is reinforced by social ties that have more time to develop. Connections to community institutions, particularly schools, also reinforce their stake in the neighborhood.

RECREATION AS AN INFLUENCE

Neighborhood schools and parks with active recreation programs increase the sense of neighborhood community and "belonging". By providing supervised, constructive activities for leisure time, there is a positive effect on reducing crime. Parks and Recreation Department's emphasis on tailoring recreation programs to suit individual neighborhood needs allows programs to be responsive to changing community conditions.

NEIGHBORHOOD CONDITION AS AN INFLUENCE

Another influence equally as important as the population and physical characteristics of a neighborhood is that of the neighborhood's overall condition. In general, declining neighborhoods are marked by reduced satisfaction and a sense that no one cares. Residents cease to feel as if they can affect how their streets look or how they are used. Indeed, decline carries a self-fullfilling prophecy: When residents cease to act, the social and physical fabric of the community will break down and can lead to more serious disorder and crime. "At the community level, disorder and crime are usually inextricably linked, in a kind of developmental sequence. Social psychologists and police officers tend to agree that if a window in a building is broken *and is left unrepaired,* all the rest of the windows will soon be broken. This situation is as true in nice neighborhoods as in run-down ones. "

When viewed as a whole, Sunnyvale has excellent structural condition and very little to detract from neighborhood quality. A high level of public works maintenance and Community Development code enforcement contribute to this neighborhood quality.

Eighty five percent of Sunnyvale's residential structures were built prior to 1979, and fifty nine percent prior to 1969. This latter age category is especially critical for housing, since this is a time when signs of exterior deterioration become more evident and interior facilities malfunction. High market demand with attendant increases in property value has

elevated the level of property maintenance. The dramatic increases in property value over the last fifteen years have had a positive effect on rehabilitation of neighborhoods. This situation, in turn, stimulates further property value increases, improves aesthetics and contributes to the sense of community in the neighborhood. Heightening the sense of community decreases social disorder problems, resulting in a decrease in demand for Police enforcement services.

DENSITY AS AN INFLUENCE

Density of population is particularly important in the demands for Police services. As an influence, density is a complex phenomonon and at times a highly emotional issue. The distinction must be made between density and crowding, although sometimes the terms are mistakenly used interchangably. Higher density means a higher level of population within a defined geographical area (higher intensification of land use). In basic terms, higher density means more people with more and diverse services. Crowding refers to the state of mind of being uncomfortably congregated. One can feel "crowding" in either a low or a high density environment just as one can feel "isolated" or "alienated" in either setting. The feeling of crowding is most pronounced during a period of social relationship change.

What has historical importance for Sunnyvale is the increase in density which changed the community from a predominantly agricultural society to a predominantly urban one. The social changes brought different social control demands. With the increase in population concentration came increased physical mobility and the increased potential for social order disruption during the transition period. Social disorder did increase during this period as reflected by increased demands for services, but not to the extent that the figures would indicate. Unfortunately, existing measures are not true reflections. For example, per capita calls for service have increased from .25 to .53 between 1960 and 1993. Like crime rate, this measure is based on residential population and does not include actual "day time" population. (i.e. non-resident employees, shoppers, or commuters). During this same period of time the City

became heavily industrialized with a daytime working population essentially equivalent to the night-time residential population.

Because of the City's land use policies and efficient planning during the transition phase from agricultural community to a center of "high technology", intense high density urbanization and attendant high demand for service was avoided by low density planning, resulting in 46.8% of residetial land use being taken by single-family detached and attached dwellings. The remaining 53.2% of available housing units is still relatively low density and suburban in character as evidenced by the lack of high rise construction.

Changes in crime patterns and calls for service resulting from future intensification of land use is dependent on the particular demographics of the developed areas. Crime pattern changes at sites that are proposed for commercial intensification would be highly dependent on the types of businesses that occupy those sites and to some extent the geography and physical characteristics of the area. In residential developments, the age distribution, socio-economic conditions, and cultural diversity of the residents would be major factors affecting the quality of life in a neighborhood, and to some extent the amount of social disorder and criminal conduct that determines the type and frequency of demands for police services.

TRANSPORTATION AS AN INFLUENCE

A final factor that has influenced citizen needs and expectations and, in turn, demands for Police services, is the use of the transportation system in Sunnyvale. The automobile is by far the dominant mode of transportation, generating 1,936,590 miles travelled on a weekday on Sunnyvale streets.

Much of the travel within Sunnyvale is done by nonresidents travelling to Sunnyvale or through Sunnyvale to other points. While a major portion of the travelling through is done on State freeways and does not impact the local transportation system, that outside traffic going to and from points in Sunnyvale has

major impacts. A principal cause of the traffic coming into Sunnyvale is that there are an estimated 114,230 jobs located in Sunnyvale and only 76,535 working residents, of whom only 31.6% actually work in Sunnyvale. Traffic engineering estimates that 92,000 commuters travel into Sunnyvale on a weekday.

Traffic levels in Sunnyvale have risen steadily through the 1980's and have only recently leveled off which is due to a decline in the economy and fewer available jobs. Much of the congestion on local roadways and problems associated with commuter traffic during mid to late 1980's has also been alleviated by better road and intersection design as well as more sophisticated traffic signal control systems.

The number of accidents has also decreased each year since 1985. This can be partially attributed to the selective traffic enforcement unit which targets enforcement in areas with high accident rates. A further discussion on traffic and selective traffic enforcement can be found in the chapter on Traffic.

THE ROLE OF THE POLICE IN THE SUNNYVALE COMMUNITY

The influences at work in our local community and in the larger extended community have brought about a unique Police role in Sunnyvale. There are four major roles for and expectations of Sunnyvale Police Services. They are:

- to provide a safe and secure environment
- to provide responsive community oriented services in both criminal and non-criminal areas
- to assure public confidence
- to plan partnerships and interaction with other agencies where mutual concerns exist

Although these roles have been defined as separate police functions, it should be understood that they are thoroughly interrelated. The community expectation is that the police function in all roles simultaneously.

Providing a safe and secure community environment encompasses three major police functions: (1) Emergency response; (2) crime control, prevention and reduction; and (3) traffic control. These areas are generally thought to be tied more closely to community order and the enforcement of laws.

Providing responsive community oriented services in both criminal and non-criminal areas is a police function that is closely tied to prevention, victim services, and aftercare. Some of the non-criminal areas involve crisis intervention, conflict management, aiding those unable to care for themselves, abandoned vehicle abatement, noise complaints and liability exposure reduction. These efforts are essential in bringing the police and the community together in a partnership.

Public confidence is achieved when the community believes that the police are acting both properly and effectively. It is

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imperative that close ties are developed and maintained between the police and the community and that the police are receptive and responsive to community needs.

Planned coordination, partnerships, and interaction between the police and service agencies, both public and private, is crucial in addressing the needs of the community. It is with these established links that police can assist in bringing about desired social change.

EMERGENCIES

Emergencies are events which require immediate attention because human life or property is in serious jeopardy. As such, emergencies must take the highest priority of all police activities.

Responding to emergencies is a primary responsibility of the police. Emergency calls for assistance may range from crimes in progress to aiding an injured person. They may be criminal or non-criminal in nature. The Police have an obligation, for example, to rescue individuals from a burning building, to apprehend criminal offenders, and mitigate a variety of other hazardous situations. The Police role of "protection" means not only protection against crime, but against other hazards and accidents as well. It is in these areas of protection and non-criminal emergencies, that Public Safety's dual roles of Police Officer and Fire Officer frequently merge. The role of the Public Safety Officer assigned as a Fire Officer is addressed in the Fire Services Sub-Element.

Handling emergency situations is one of the primary duties of the patrol officer. Because of the patrol officer's mobility, he/she is normally the first public official at a scene and carries the responsibility of making decisions which are critical in nature. An officer's training and experience is the preparation for that split second decision making process. The vehicle the Officer drives is equipped as an emergency vehicle and, to ensure rapid response, the State has instituted special laws exempting Police Officers from the normal rules of the road when responding to emergencies. This rapid response is one part of an equation that when combined with a rapid and accurate report of the emergency situation, affords an officer a better chance of bringing the call to a successful close.

The problem of priorities arises in the broad context of what proportion of total Police resources should be allocated for this purpose. What resources should be devoted to protecting specific individuals in the community who feel endangered? The Courts have normally determined that although the Police

are obligated to provide protection to the public, they are not liable for failure to provide protection for an individual. Although a liability may not exist, this fact does not provide an adequate foundation for the Police to make the decisions that are required in responding to reports that a life is threatened. Community expectations in this area of Police activity are much broader and higher than this narrow legal interpretation.

The community expectation is that both temporal and geographical deployment of Police resources be such that it anticipates the availability of Patrol Officers capable of responding to every emergency incident in an expedient manner.

It must be recognized that there are varying degrees of emergencies which require different police resources. Incidents range from what might be called more or less ordinary routine Police situations such as major injury vehicle accidents to major natural disaster such as an earthquake. The magnitude of the emergency dictates the level of Police response. At some point, all resources of individual jurisdictions are depleted as no agency can afford the personnel or equipment necessary to respond to each and every emergency situation.

There are emergencies that are far beyond the scope of any local Police agency such as major earthquakes and diststers. It is in these extraordinary situations that the planning, interaction, and coordination role of the Police is of extreme importance. In a later section, this role is explored and integrated into the City-Wide Emergency Preparedness Plan as addressed in the Seismic Safety and Safety Sub-Element of the city's General Plan.

What is addressed in this section are those emergencies to which the Police respond and are capable of handling with the resources available to the Public Safety Department. There are varying degrees of Police involvement as well. The Police Services Division currently responds to approximately 2,000 emergency and 9,000 urgent calls for service each year.

These range from emergencies such as overturned vehicles in an automobile accident which are handled by on-duty patrol resources to more complex and hazardous situations such as an armed, barricaded suspect holding hostages which requires the mobilization of a specially trained response team.

EMERGENCY POLICE CALLS FOR SERVICE

PER 1,000 POPULATION
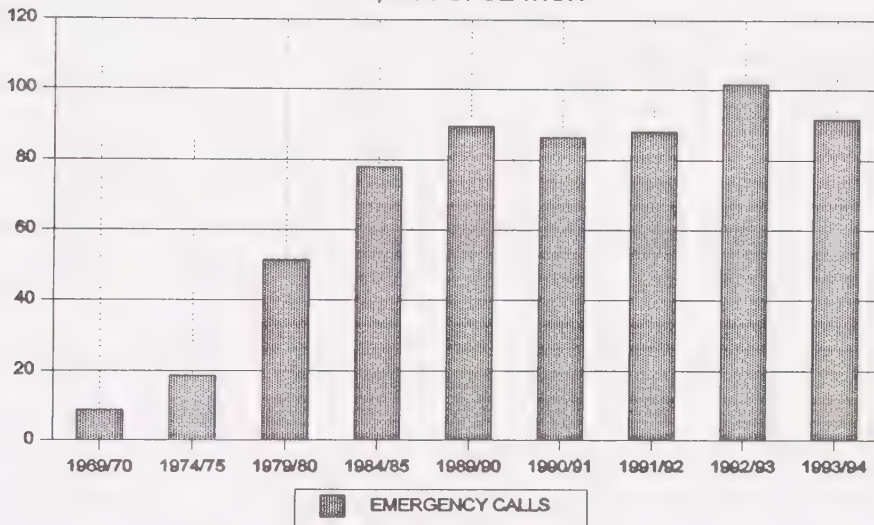
Figure 3

The response time necessary for arrival of the first on-scene Patrol Officer is dependent upon numerous variables, which include, but are not limited to, staffing levels, percentage of Patrol Officer noncommitted time, frequency of calls for service, time of day, travel distance, traffic congestion, and the amount of time it takes the dispatcher to gather the information and dispatch the call.

Police Services Division has an average first on scene response time to emergency calls of **3.26** minutes from the time the call was dispatched. When patrol based response to fire calls is excluded, the average response time is **2.73** minutes. Emergency calls as described here are defined as any calls where life or property is threatened and are of such a serious nature that they require a response using red lights and siren. Police Division has an average first on scene

response time to urgent calls of **4.5** minutes. Urgent calls are of a less serious nature than emergency calls but require the officers to respond as quickly as possible while still obeying the rules of the road as defined in the California Vehicle Code. The above response times are measured from time of dispatch. The average dispatch preparation time is under three minutes. A significant change in any one variable will impact that response time, in particular, resource (staffing) levels, dispatch time or the community demand for service. In the abstract sense we know that increasing resources should shorten the response time while declining resources should lengthen that time required to have on-scene services at the emergency. Total resources within the Department in turn, as well as the type of resources needed, dictate the magnitude of an emergency that could, in theory, be handled. However, at some point, further adding or subtracting of resources will have no significant effect on response time. Prior to reaching that point the balance is usually lost between benefits to the community from the response time and community costs of providing the ability to achieve that response time.

Police agencies have available a variety of strategies aimed at reducing the response time to emergency calls for service. Studies indicate that by reallocating resources by time of day, augmenting beat patrol staffing with non-sworn positions such as Nuisance Vehicle Inspectors, and by allowing a greater number of non-emergency cases to be investigated by station based personnel, agencies may be able to reduce the patrol officer's response time to calls for service.

AVERAGE POLICE EMERGENCY RESPONSE TIME
FROM TIME CALL WAS DISPATCHED
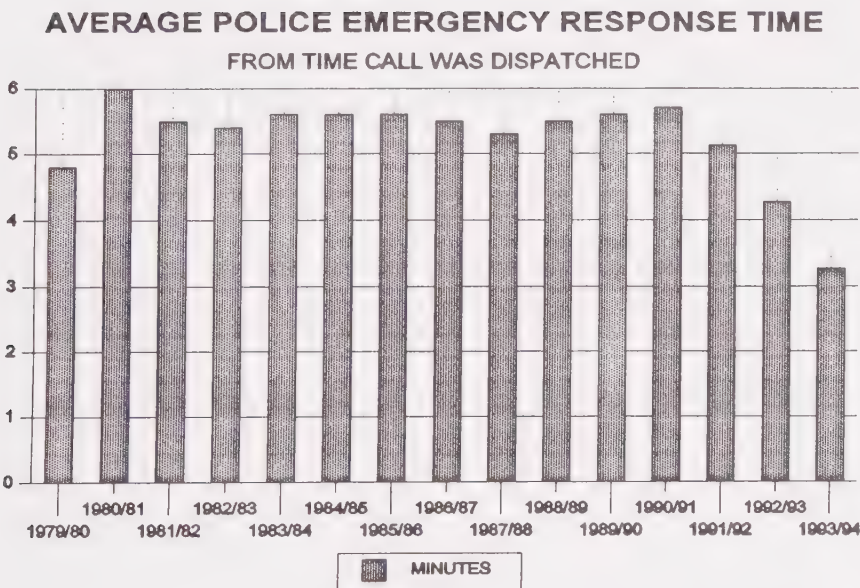
Figure 4

The Police Services Division will continually study these and other avenues for reducing the non-emergency workload for the uniformed beat officer.

CRIME

Historically, the causes and origins of crime have been the subjects of investigation by varied disciplines. Some factors which are known to affect the volume and type of crime occurring from place to place are:

- Population density and degree of urbanization with size of locality and its surrounding area.
- Variations in composition of the population, particularly youth concentration.
- Stability of population with respect to residents mobility, commuting patterns, and transient factors.
- Modes of transportation and highway system.
- Economic conditions, including median income, poverty level, and job availability.
- Cultural factors and educational, recreational, and religious characteristics.
- Family conditions with respect to divorce and family cohesiveness.
- Climate.
- Effective strength of law enforcement agencies.
- Administrative and investigative emphasis of law enforcement.
- Policies of other components of the criminal justice system (i.e., prosecutorial, judicial, correctional, and probational).
- Citizen's attitudes toward crime.
- Crime reporting practices of the citizenry.[1]

The concern with crime is both personal and societal, but it is personal first. It is a concern with the protection of one's person and belongings - the timeless desire to be able to move about freely without fear of being beaten or robbed. Secondly, it is a concern for the protection of those institutions and public properties which the citizen values.

---

[1]Uniform Crime Reports 1991

The areas of the criminal event, the victim, the offender, and the response to crime are presented below. A history of Sunnyvale crime rates is presented and comparison with other jurisdictions are made. While dollar loss figures are presented as to the direct personal losses from criminal victimization, what is not and cannot be presented are the social costs of crime, costs that are distributed throughout a society and a community. Statistics present an impersonal picture of the costs of crime both in monetary losses and in terms of fear and apprehension. This is particularly true in the Sunnyvale community where the crime rate has historically been significantly lower than cities of similar size.

Crime may appear rewarding to some elements of our society, but it does not produce wealth, it only transfers it against our wishes. Crime, therefore, represents a tax on every citizen. The tax is paid in the form of higher prices for products that are imposed as a result of commercial theft and in the form of expenditures for private and public defense.

Social costs of crime cannot be calculated exactly because there are no scales on which to weigh the price of pain and suffering inflicted by criminal activity. Furthermore, there are no accurate figures on the cost of losses in productivity incurred by injuries to victims.

We can only estimate the cost of crime in terms of selected dimensions of criminal taxation. For example, insurance against theft itself represents a cost of theft. In addition, retail prices are increased to compensate for losses due to larceny. It is estimated that retail businesses lose one to two percent of the total value of annual sales as a result of shoplifting and theft by employees. Losses in discount department stores are even higher - an estimated 2.6% of sales. In 1991, there were 1,124,694 shoplifting offenses nationwide reported to police amounting to an estimated loss of $119,217,564 to retail businesses. This loss does not include shoplifting offenses that went undetected.

Loss of productivity and the direct and indirect costs to victims are only part of the levy imposed by crime. there is also the cost of official response to crime. This cost includes the prices of maintaining jails and prisons and the prices for services rendered by police officers, judges, juries, state paid prosecuting and defense lawyers, and probation and parole workers. In fiscal year 1991/92, the cost for these services in California alone, is estimated at 13.7 billion dollars.

THE CRIMINAL EVENT - WHAT IS CRIME?

A crime is an act specifically prohibited by law, or failure to perform an act specifically required by law, for which punishment is prescribed.

> Felonies are serious crimes for which the offender can be sentenced to state prison.
>
> Misdemeanors are less serious crimes for which the offender can be sentenced to various combinations of probation, county jail, fine, etc.
>
> Infractions are the least serious crimes and are usually punishable by a fine.

Two major indexes of crime are of particular interest to Sunnyvale: The FBI Crime Index (or Modified FBI Crime Index) and the California Crime Index. The FBI Crime Index uses seven major offenses as defined by the FBI as benchmarks for the study of crime trends. The California Crime Index uses the same major offenses, but excludes theft. What follows are those FBI definitions of the seven major offenses which are reported in the FBI Crime Index and used nation-wide for crime reporting purposes.

> **Homicide** - The willful (non-negligent) killing of one human being by another. (Includes murder and non-negligent manslaughter and manslaughter by negligence).

Forcible Rape - The carnal knowledge of a female forcibly and against her will (Includes attempts to commit forcible rape.)

Robbery - The taking or attempting to take anything of value from the care, custody or control of a person or persons by force or threat of force or violence and/or by putting the victim in fear.

Aggravated Assault - The unlawful attack by one person upon another for the purpose of inflicting severe or aggravated bodily injury. This type of assault usually is accompanied by the use of a weapon or by means likely to produce death or great bodily harm.

Burglary - The unlawful entry of a structure to commit a felony or theft. (Includes attempted forcible entry.)

Theft - The unlawful taking, carrying, loading or riding away of property of any value from the possession or constructive possession of another. (Except embezzlement, fraud, forgery and worthless checks.)

Motor Vehicle Theft - The theft or attempted theft of a motor vehicle.

In addition to the above seven major crimes, Arson was added to the FBI Crime Index in 1982, thus creating the Modified FBI Crime Index. For index purposes, Arson is defined as follows:

Arson - Any willful or malicious burning or attempt to burn, with or without intent to defraud, a dwelling house, public building, motor vehicle or aircraft, personal property of another, etc.

These crime indexes must be used with caution since they report only the total numbers of crimes that occurred without relating the numbers to other significant factors. In order to obtain a more accurate picture of crime occurring within the city, these numbers need to be converted into a rate per

hundred thousand population. Doing so provides the Department with the ability to compare crime rates with other cities of similar size and demographics.

WHAT ARE THE SOURCES OF CRIME STATISTICS?

There are two major sources of national crime statistics which are published annually: The Uniform Crime Reports (UCR) and the National Crime Victimization Survey (NCVS). Both concentrate on measuring a limited number of well-defined crimes. They do not cover all possible criminal events. The statistics on crime from these two reports differ because they serve different purposes and derive their information from different sources.

Both the FBI Crime Index and the California Crime Index are compiled from Uniform Crime Reports submitted by law enforcement agencies. These indexes count only crimes that are reported or come to the attention of the police. They basically measure police workload and activity. The National Crime Victimization Survey obtains information on both reported and unreported crime. While Uniform Crime Report indexes count all crimes committed against all victims (including businesses, organizations, and other agencies) the NCVS counts only crimes against persons age 12 and older and against households. The UCR counts are collected from police reports and the NCVS counts are collected from survey interviews which ask a national sample of approximately 83,000 people living in 42,000 households about their experiences as victims of crime during a specified period. The UCR indexes allow comparisons on actual reported crime amongst jurisdictions which, in conjunction with the NCVS index, projections can be made on the amount of unreported crime that is occurring within the community. Sunnyvale does not have an equivalent index to the NCVS, so any projection of unreported crime comes from a national survey and does not necessarily reflect unreported crime in Sunnyvale and must be viewed with caution.

HOW DOES SUNNYVALE COMPARE?

The graph below depicts how Sunnyvale compares with the California and National crime rate per 100,000 population. Crime peaked in Sunnyvale in 1979, 1980 and 1981 mainly because of a dramatic increase in reported thefts and burglaries. In Sunnyvale in 1980, the year with the highest crime rate, thefts accounted for 72% of the crime index and burglary accounted for 17%. The rest of the major crimes of murder, auto theft, robbery, assault and rape accounted for only 11% of the total crimes reported. After 1980, Sunnyvale's crime rate began to decline and continued to do so, because of a decrease in the number of reported thefts and burglaries, yet thefts and burglaries continue to account for the greatest percentage (85% - 90%) of the crime index each year.

FBI CRIME INDEX RATE

PER 100,000 POPULATION
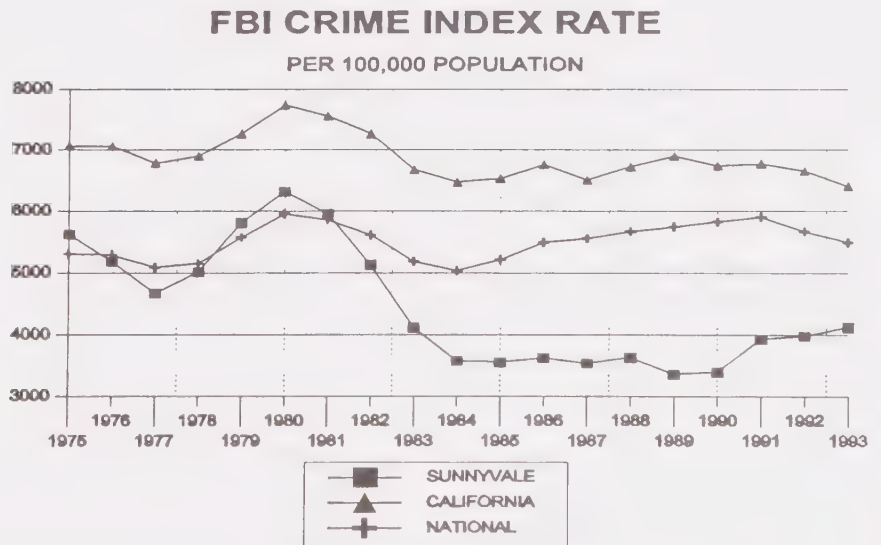
Figure 5

Of the total number of reported thefts in Sunnyvale that were included in the 1993 FBI Crime Index, 71% are valued under $100.00 and 42% are valued under $50.00. These percentages are also fairly consistent each year. A candybar

valued at fifty cents, which is stolen in a shoplift case has the same equivalent on the crime index as one murder or one robbery.

The California Crime Index does not include larceny but includes the more serious crimes of murder, rape, robbery, aggravated assault, burglary and auto theft. This index gives a more accurate picture of crime that is occurring in a city since these crimes are more likely to be investigated and reported than are larceny crimes. The graph below shows that Sunnyvale has been far below the National and California levels in serious crime when larceny is eliminated from the crime index.

CALIFORNIA CRIME INDEX

RATE PER 100,000 POPULATION
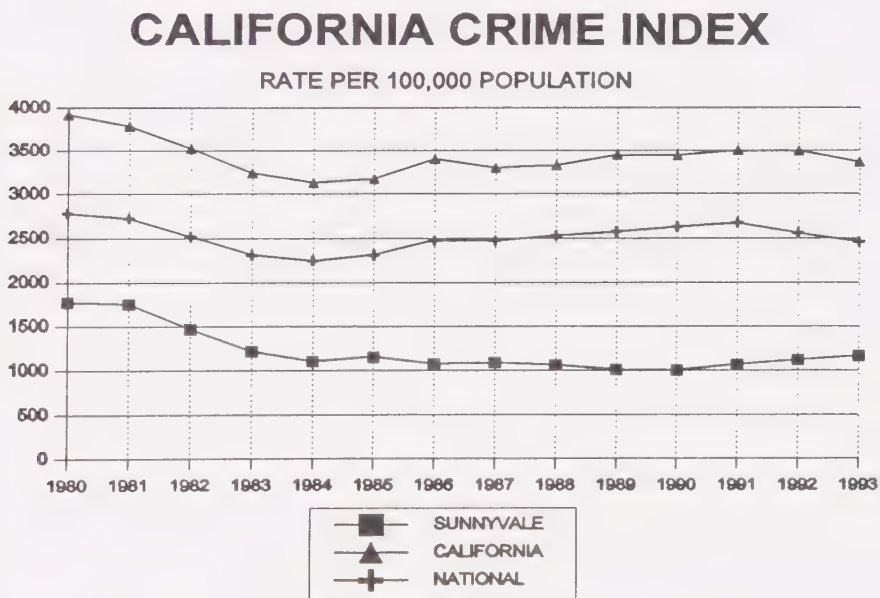
Figure 6

The charts on the following pages provide an historical view of the breakdown of Sunnyvale's crime index from 1975 through 1993 and dramatically depicts that larceny (theft) and burglary account for the greatest percentage of reported crime every year.

NATURE OF CRIME IN SUNNYVALE

MURDER 0%
AUTO THEFT 7%
ROBBERY 2%
ASSAULT 1%
LARCENY 68%
BURGLARY 21%
RAPE 1%

1975

MURDER 0%
AUTO THEFT 7%
ROBBERY 2%
ASSAULT 2%
LARCENY 72%
BURGLARY 17%
RAPE 0%

1980

MURDER 0%
AUTO THEFT 7%
ROBBERY 2%
ASSAULT 3%
LARCENY 68%
BURGLARY 20%
RAPE 1%

1985

MURDER 0%
AUTO THEFT 10%
ROBBERY 2%
ASSAULT 3%
LARCENY 70%
BURGLARY 13%
RAPE 1%
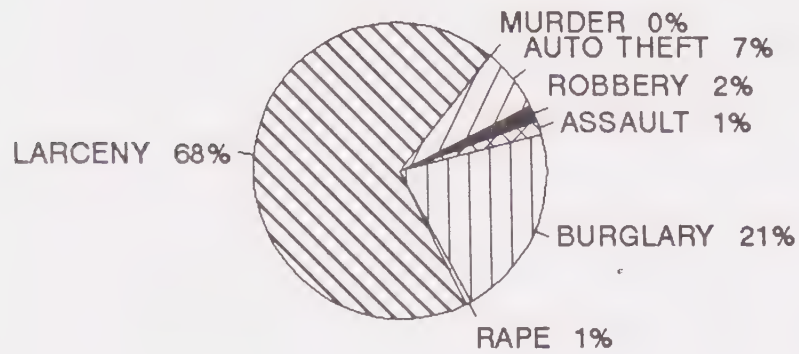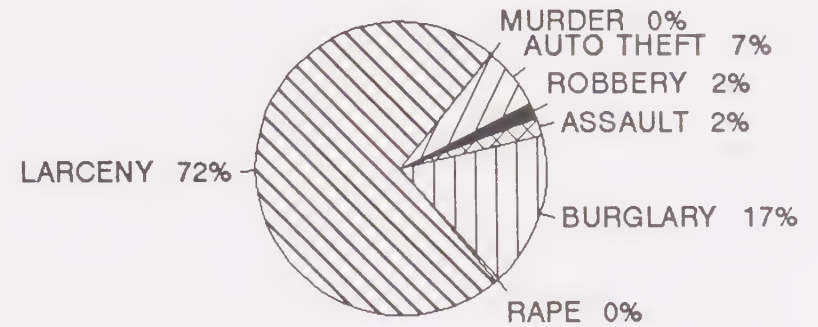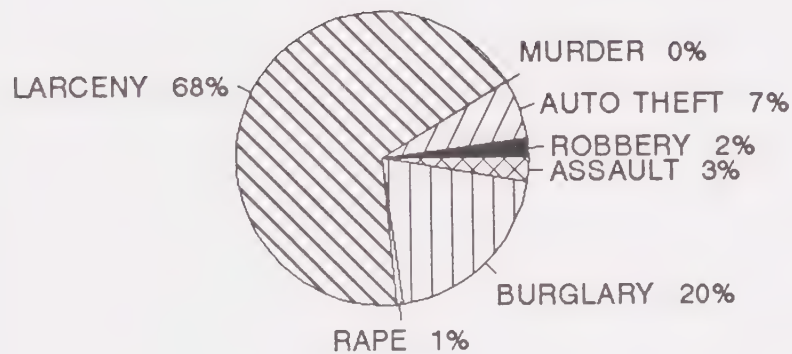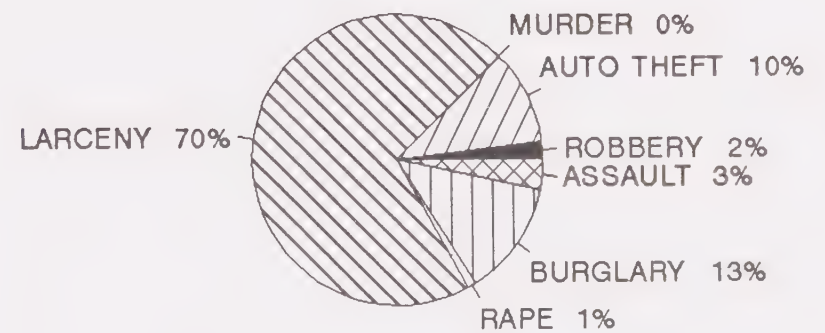
1990

1994- SUNNYVALE CRIME

MURDER 0% AUTO THEFT 13%

ROBBERY 3%

AGGRAVATED ASSAULT 5%

BURGLARY 14%

RAPE 1%

LARCENY 66%
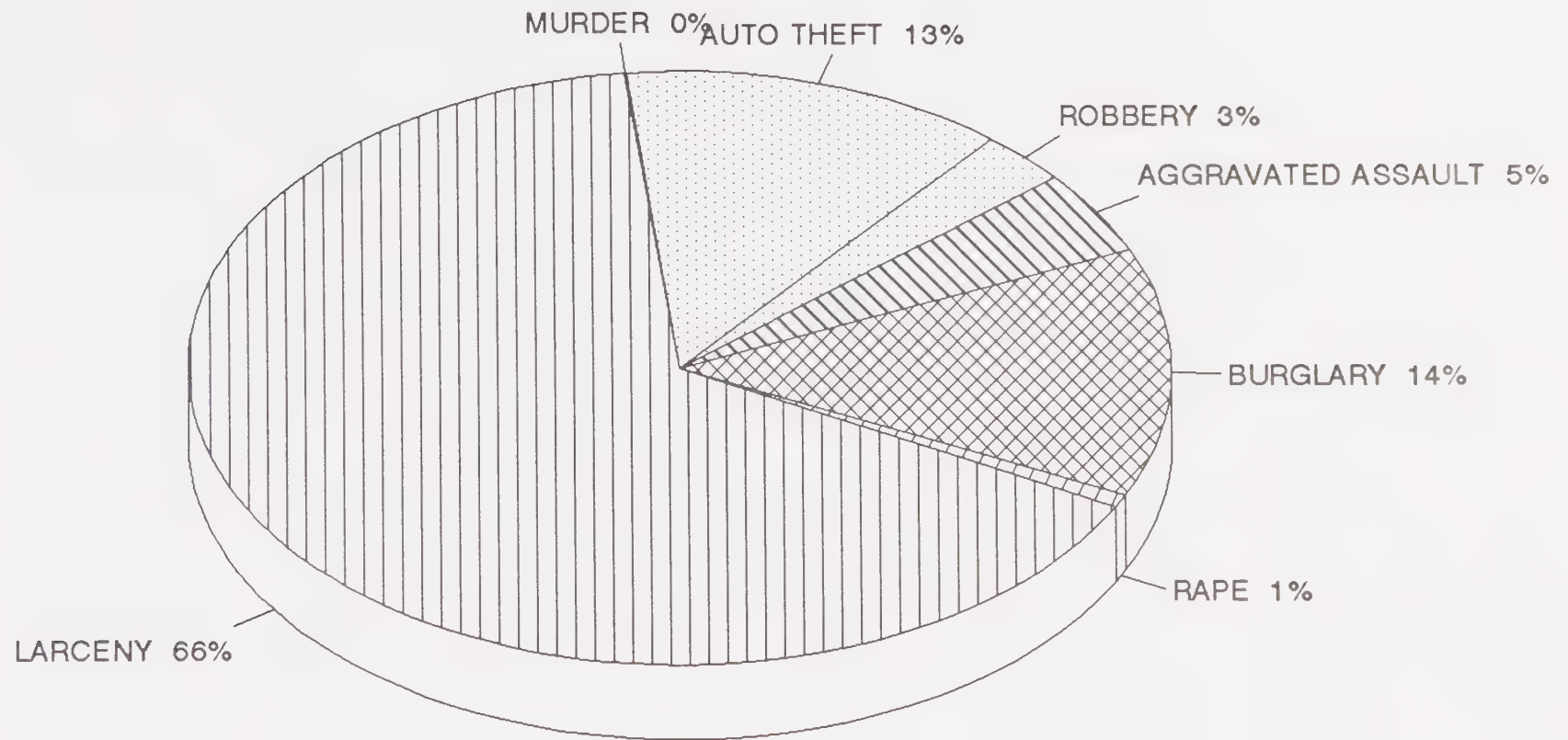
FBI CRIME INDEX 3837

The graphs on pages 45 through 50 compare the crime rate per 100,000 population in Sunnyvale with adjacent cities and other cities in Santa Clara County over the last 14 years. As depicted in these graphs, Sunnyvale has enjoyed a very favorable position as the lowest rate of all these cities.

In trying to judge how safe a city is or what rate of crime a particular jurisdiction experiences, several other cautions must be explored before attempting to interpret the crime statistics.

First is the inherent nature of "official statistics", in that they represent only crime known to the police. The preponderance of crimes to which police departments attend is reported to them rather than discovered by them. The National Crime Victimization Survey has demonstrated that the Uniform Crime Report (UCR) of the FBI, which lists only reported crimes, reflects only a fraction of the crimes actually committed. National Criminal Victimization Survey data for 1991 indicates that only 38% of crimes overall were reported to law enforcement officials and just under half of all violent crimes were reported to the police. Absent other measures, crime statistics such as the UCR have been elevated to a level of importance far beyond their actual value in terms of reflecting total crime. Technical improvements and increased training expands the discovery rate of crime.

Second, some types of crimes, that are not reported in the crime indexes, such as child abuse and domestic violence, have shown a higher rate of increase in incidence or reporting. This rate increase may be more accurately a reflection of the impact of public education on lessening the stigma of being a victim and the growth of crisis support groups, causing more victims to come forth and report the crime.

Third, changes in the law such as the mandatory reporting of domestic violence and the requirement that police policies and procedures reflect that domestic violence is alleged criminal conduct increases the number of crimes reported to police as well as the number of arrests made by police. Other

HOW DOES SUNNYVALE COMPARE?

FBI CRIME RATE PER 100,000 POPULATION
SUNNYVALE vs ADJACENT CITIES
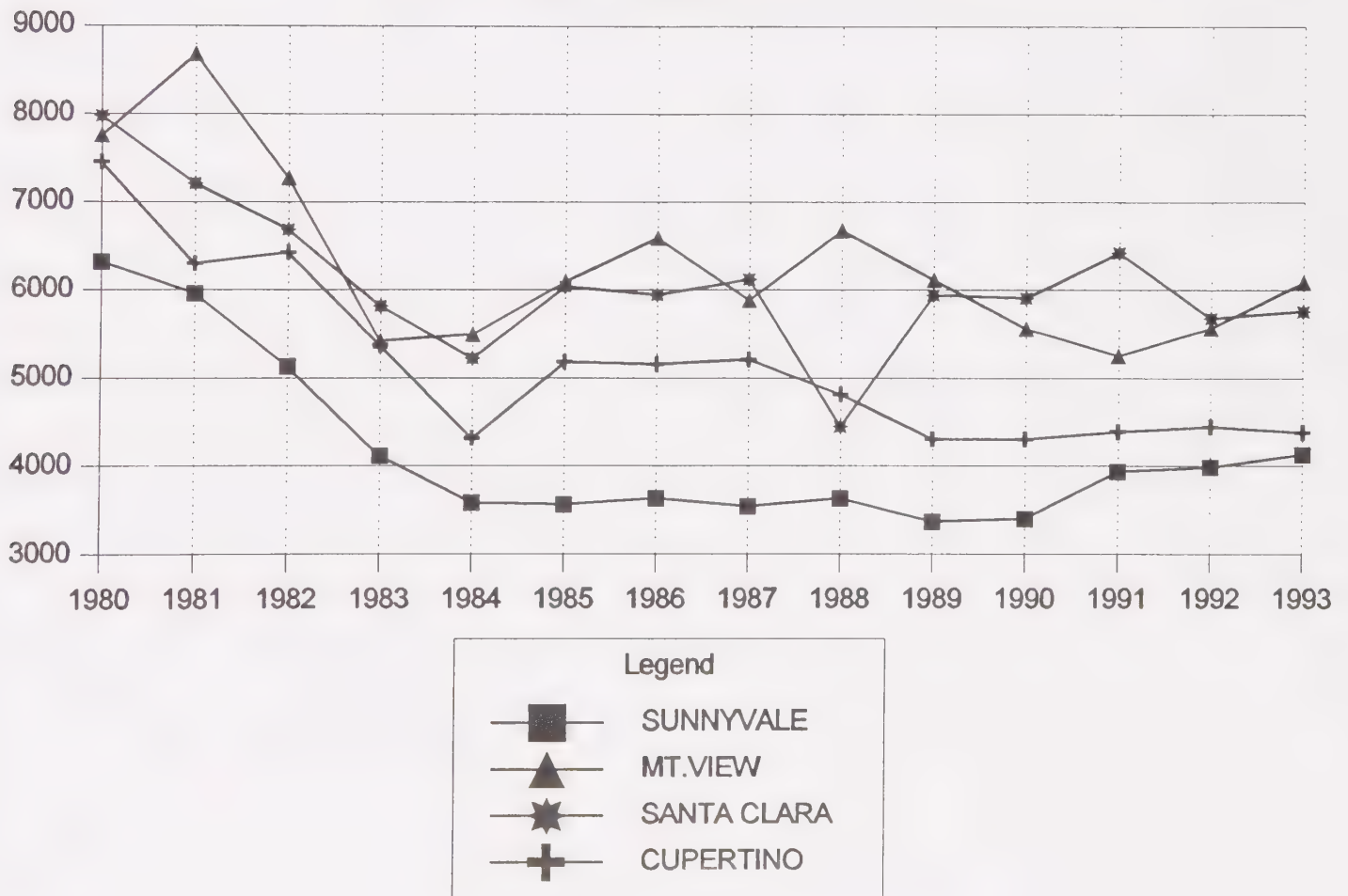
Legend
- ■ SUNNYVALE
- ▲ MT.VIEW
- ✳ SANTA CLARA
- ✚ CUPERTINO

HOW DOES SUNNYVALE COMPARE?

SUNNYVALE vs MORGAN HILL vs LOS GATOS vs PALO ALTO vs MILPITAS

FBI CRIME INDEX
RATE PER 100,000 POPULATION
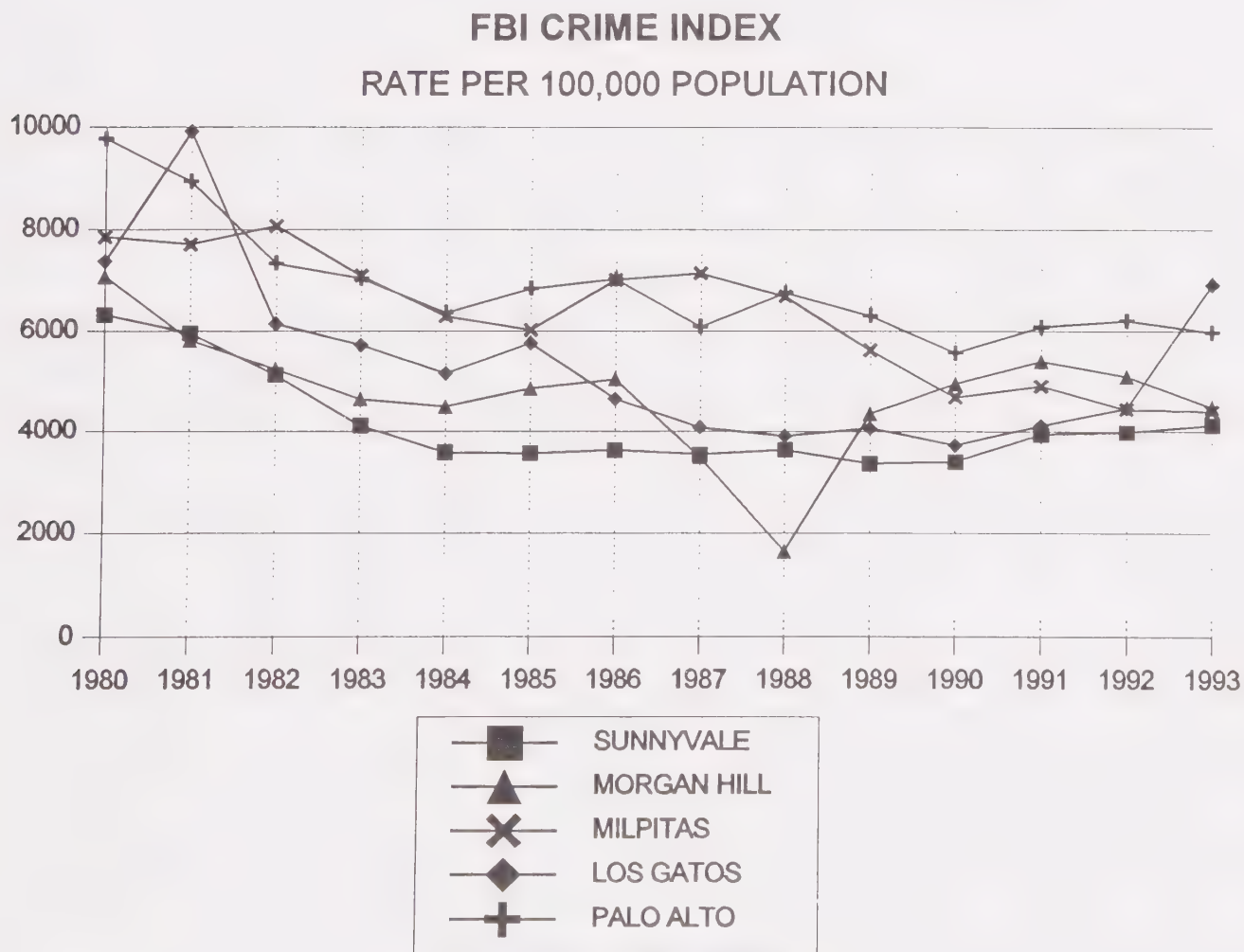
HOW DOES SUNNYVALE COMPARE?

SUNNYVALE vs SAN JOSE vs GILROY vs CAMPBELL

FBI CRIME INDEX

RATE PER 100,000 POPULATION

47
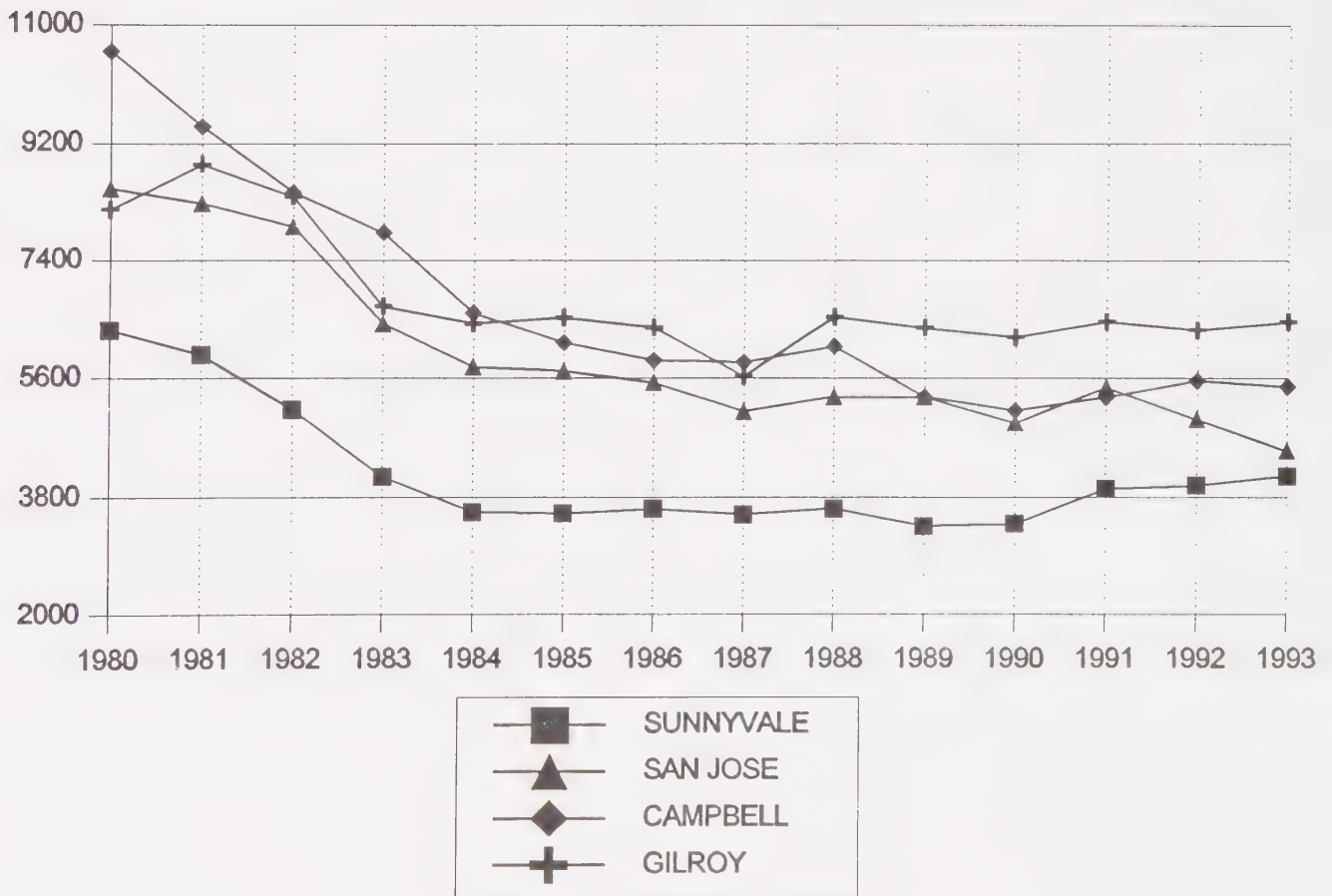
HOW DOES SUNNYVALE COMPARE?

SUNNYVALE vs ADJACENT CITIES
MT. VIEW, SANTA CLARA, CUPERTINO

CALIFORNIA CRIME INDEX
RATE PER 100,000 POPULATION
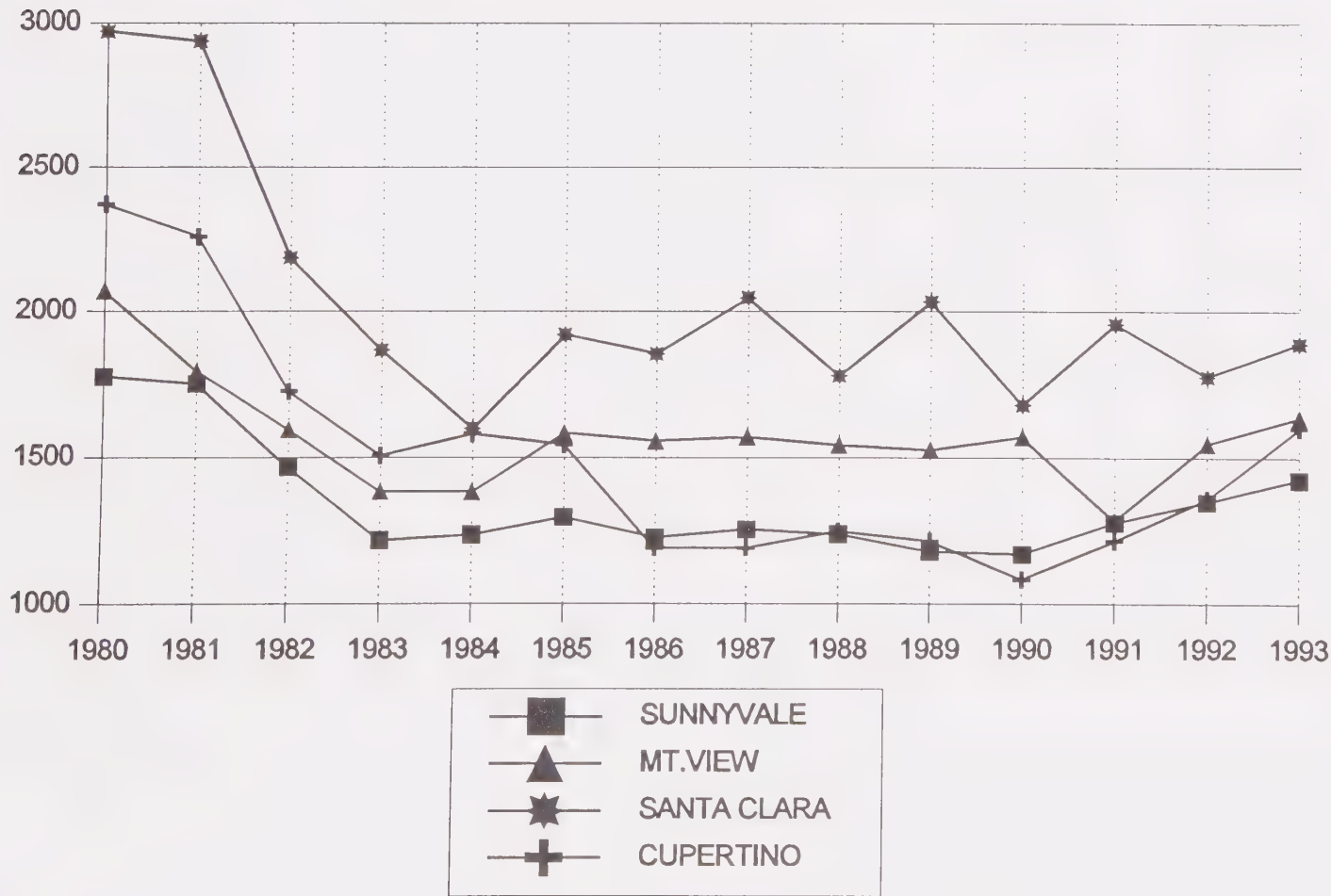
HOW DOES SUNNYVALE COMPARE?

SUNNYVALE vs MORGAN HILL vs LOS GATOS vs PALO ALTO vs MILPITAS

CALIFORNIA CRIME INDEX
RATE PER 100,000 POPULATION

Legend:
- SUNNYVALE
- MORGAN HILL
- MILPITAS
- LOS GATOS
- PALO ALTO
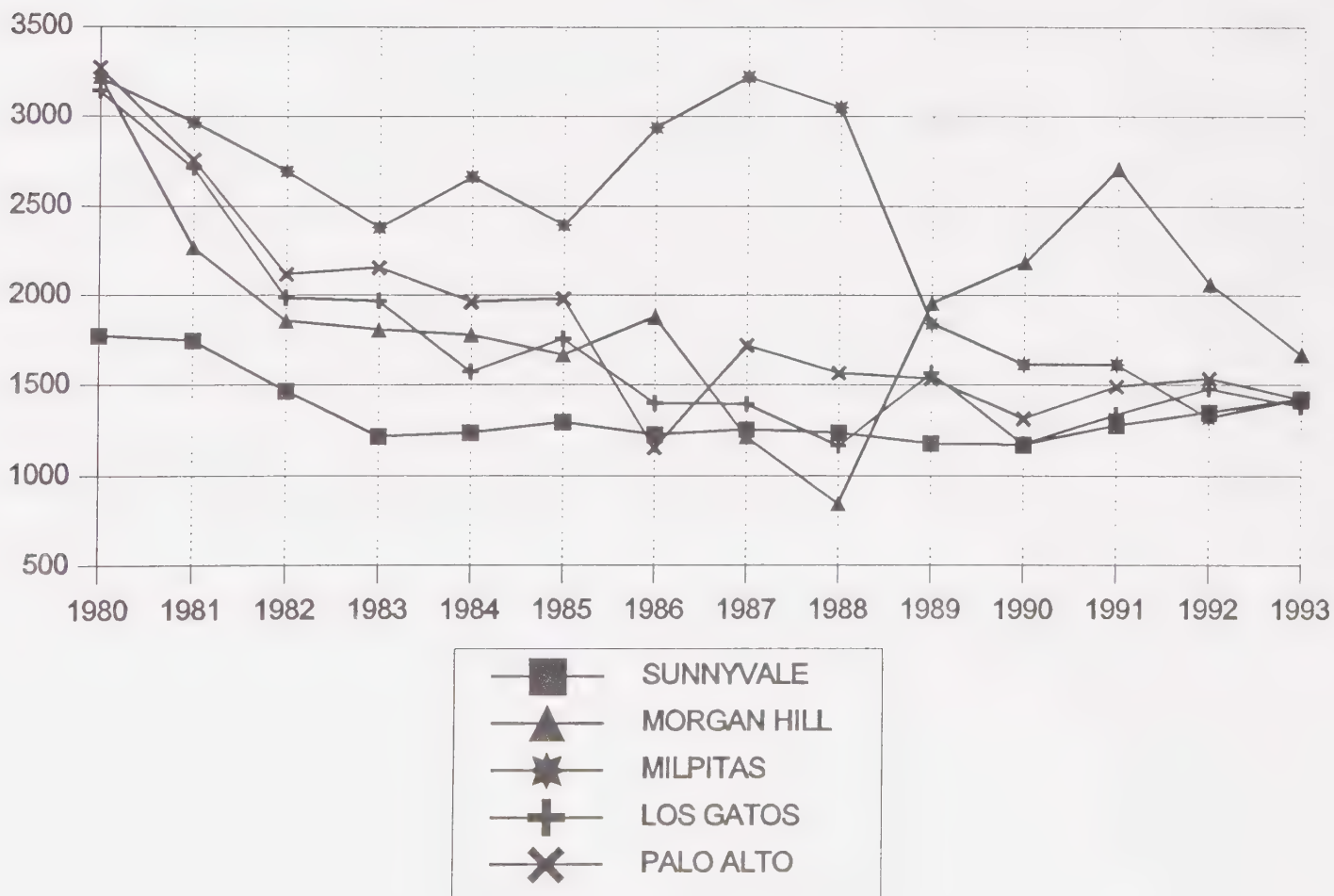
HOW DOES SUNNYVALE COMPARE?

SUNNYVALE vs SAN JOSE vs GILROY vs CAMPBELL

CALIFORNIA CRIME INDEX
RATE PER 100,000 POPULATION
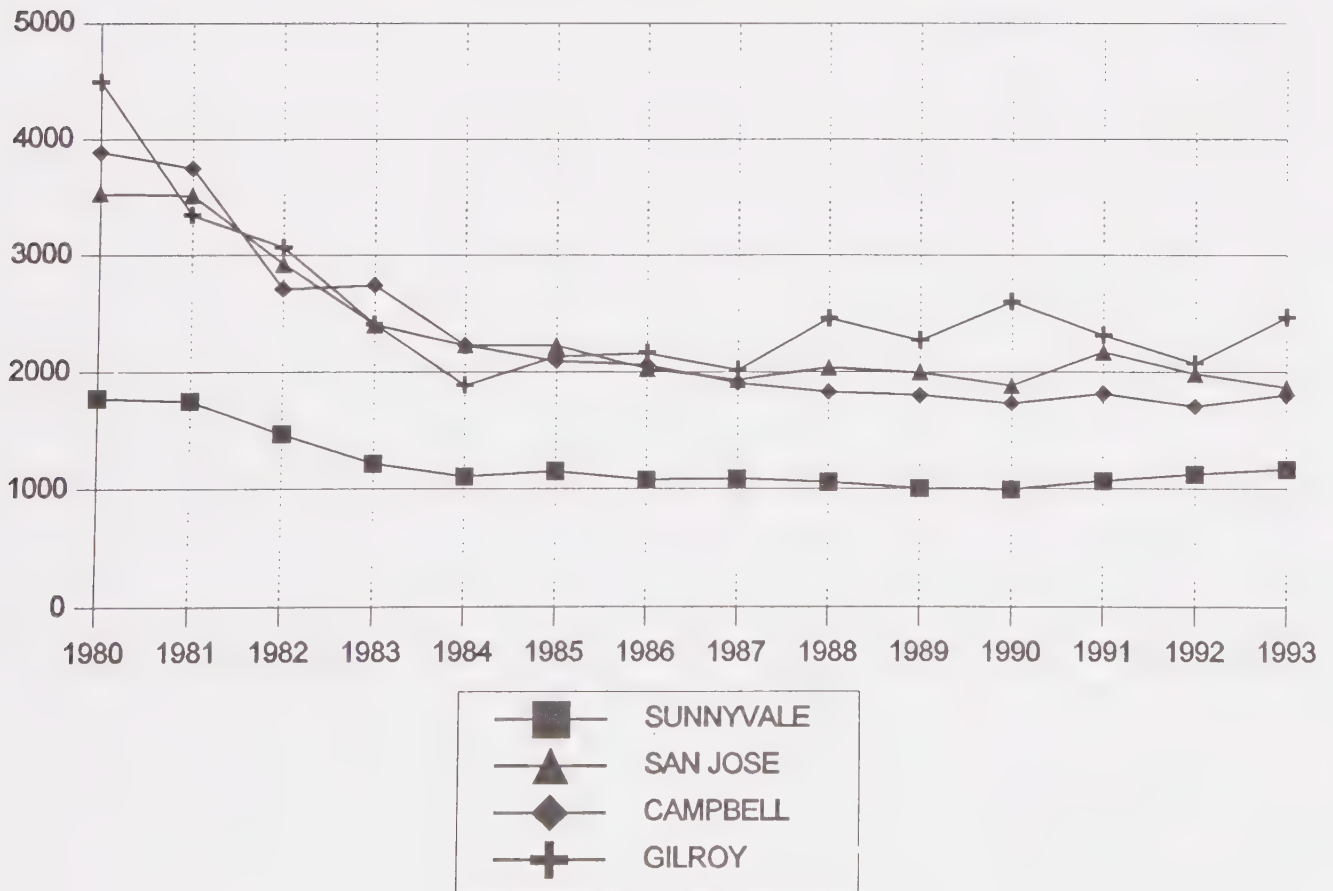
mandatory reporting requirements involve such crimes as dependent adult elder abuse and child abuse.

Fourth, differences in the emphasis of police activity can have a significant impact on the reporting of crime in several different ways. Narcotics, prostitution, and other vice complaints are "victimless" crimes and do not officially exist unless officers investigate their presence. An increase in the resources devoted to such investigations will result in an increase in the number of crimes reported. Police prevention programs emphasizing public awareness also influence reported crime rate. If a community information program is successful, more crime will be reported by enthusiastic citizens, which will mean an increase in crime rates. Finally, private sector influences can alter crime rate. The institution of plain clothes security guards at major department stores, and other stores within a city can increase the number of shoplifting incidents discovered, again increasing the theft rate. Likewise, a change in the ratio of youths in the total population, or unemployment rate, or population density, or family income level can significantly influence crime rate.

Fifth, criminals do not pay attention to geographical boundaries. Sunnyvale is part of the greater Bay area, and a large percentage of crime is committed by non-Sunnyvale residents.

Sixth, the crime rate is based on population. Sunnyvale has a large proportionate industrial/commercial base with 114,000 employees. Comparing a City such as Sunnyvale with a largely residential community makes a difference. Most of the lower crime rate communities also have much smaller to little industrial/commercial development, making Sunnyvale's low crime statistics that much more impressive.

Seventh, the community's confidence in their police and their sense of police responsiveness, can have an effect on the amount of crime reported. The citizens of Sunnyvale are more likely to report crimes because they have a high level of confidence in the police and the police are responsive to the needs of the citizens in providing service and investigating and solving crime.

HOW UNDER REPORTED IS CRIME?

Although it has been known for a long time that many crimes do not come to the attention of the police, it has only been with the development of victimization surveys that systematic information has become available on crimes that are not reported. The annual NCVS, which was implemented in 1973, indicates that the rate at which victims reported crimes nationally to the police varied over the last 20 years, but has always been less than 39% of all crimes. Reporting rates vary by type of crime in particular, but are also influenced by the age and sex of the victim, home ownership and income. In 1991, of the three major crime categories, violent crimes were most likely to be reported to the police (49%), followed by household crimes (41%). Personal thefts were the least likely crimes to be reported (29%). Violent crime victims age 12 to 19 generally are less likely than persons in other age groups to report crimes to police. Females are more likely to report violent victimizations to the police than males; 56% of female victimizations are reported to the police compared to 45% of the male victimizations. Households that own their homes are significantly more likely than those who rent to report household crimes to the police. Families with an annual income of $50,000 a year are more likely to report victimizations to the police than those earning less than $7,500 a year.

Why do people fail to report crimes to the police? The most common reasons for not reporting violent crimes to the police are that the crime was a personal or private matter or that the offender was not successful. The most common reasons for not reporting thefts and household crimes to the police are because the object was recovered, the offender was unsuccessful, the police would not want to be bothered or lack of proof.

Additionally, the police response to crime also affects the amount of crime reported. If the crime is minor in nature, such as a petty theft, and the police don't take reports or delay the taking of reports (as is the case with many agencies) then people are less inclined to report these crimes. This is why it is likely that the difference in crime the crime index for low crime cities and high crime cities is even greater than it appears.

THE VICTIM

Crimes against property occur with much more frequency than crimes against persons. While property crimes such as burglary are traumatic because the safety and the security of the home is violated through the act of illegal entry and theft, it is not a crime that involves confrontation with the offender and the potential for personal injury. Should a burglar be interrupted in the act and a confrontation develop, the offense becomes a crime against the person. A distinction is made between people as victims (where confrontation with a suspect(s) is involved) and households as victims (where no confrontation is involved). In discussing victims and households at risk, the NCVS is used because it includes both reported and unreported crimes. The NCVS findings profile the national victim, but it has a general application to Sunnyvale absent a local victimization survey.

WHO ARE THE VICTIMS?

Statistics gathered over a 20 year period by NCVS show that teenagers and young adults consistently have the highest victimization rates. Violent crime rates for teenagers have increased in recent years, while rates for other age groups have remained stable or declined.

Men have higher personal crime victimization rates than women, except for the crimes of rape and personal larceny involving contact. Those who have never married have the highest rates of both violent crimes and personal thefts, while persons who are divorced or separated have the second highest. Widowed persons have the lowest rates for these crimes. Victims with higher incomes have lower violent victimization rates however, members of families earning $15,000 to $29,000 have lower theft rates than members of families earning more than $50,000.

The elderly (those 65 and older) are significantly less likely than younger age groups to become victims of most types of crimes.

HOW DO CRIME RATES COMPARE WITH THE RATES OF OTHER LIFE EVENTS?

In general, national figures indicate that you are more likely to be the victim of a violent crime than to be injured in a motor vehicle accident, but you are 6 times as likely to be injured in a home accident than injured in a violent crime. The rates of some violent crimes are higher than those of some other serious life events. For example, the risk of being the victim of a violent crime is higher than the risk of death from cancer or heart disease. The figure on page 55 draws life event rates from various sources to assess the chances of becoming a victim of these events. Criminal victimization rates are findings based on a national survey of both reported and unreported crime and do not necessarily reflect victimization rates in Sunnyvale.

WHAT KIND OF HOUSEHOLDS ARE VICTIMS OF CRIME?

In 1992 it is estimated that 23% of the nations 96 million households were victimized by crime. This amounts to 1 in every 4 households.

There is a tendency for low income area residents to be burglarized more often than residents of other areas. As household income rises, burglary rates fall. The opposite is true of motor vehicle theft. Households earning more than $30,000 a year are more likely than households in most other income categories to be victims of auto theft.

Renters are more likely to be victims of household crimes than owners. The more people in the household, the higher the crime rate. Households with 6 or more members have the highest household crime rates.

How do crime rates compare with the rates of other life events?

Events	Rate per 1,000 adults per year
Accidental injury, all circumstances	220
Accidental injury at home	66
Personal theft	61
Accidental injury at work	47
Violent victimization	31
Assault (aggravated and simple)	25
Injury in motor vehicle accident	22
Death, all causes	11
Victimization with injury	11
Serious (aggravated) assault	8
Robbery	6
Heart disease death	5
Cancer death	3
Rape (women only)	1
Accidental death, all circumstances	.4
Pneumonia/influenza death	.4
Motor vehicle accident death	.2
Suicide	.2
HIV infection death	.1
Homicide/legal intervention	.1

Source: The National Crime Victimization Survey, 1973 - 1992

AGE SPECIFIC VIOLENT CRIME

NATIONAL - 1992 ARRESTS
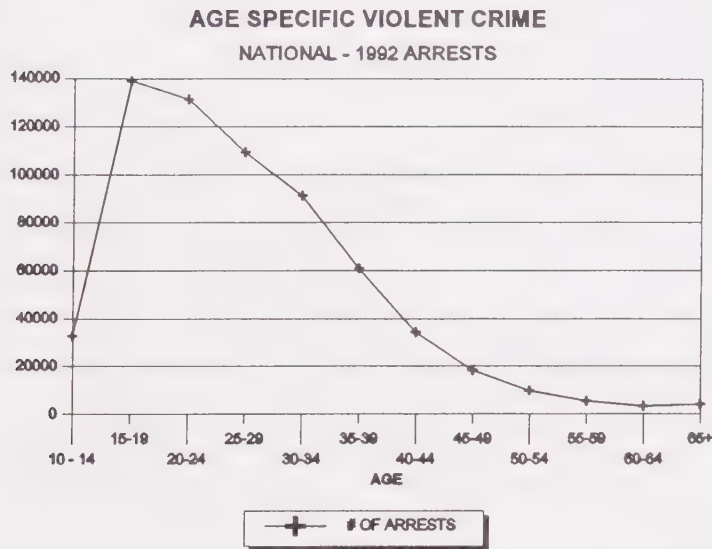
Figure 16

WHO IS THE TYPICAL OFFENDER?

56% of all persons arrested in 1992 for the seven major offenses were under the age of 25, and 78% were males. The under 25 age group was also responsible for 47% of the violent crime arrests and 59% of the property crime arrests.

Except for a small number of offenders, the intensity of criminal activity slackens beginning after the age of 25. The graph at left depicts that violent crime arrests (murder, rape, robbery, and assault) are highest in young age groups.

WHAT IS THE ROLE OF DRUGS AND ALCOHOL IN THE OFFENDER'S LIVES?

In many ways drugs and crime are problems closely related to each other. Using or distributing some drugs is illegal, and violators are subject to criminal sanctions.

Some crimes that do not involve drugs are a result of illegal drug use or distribution. For example:

- some users steal to support their drug use
- prostitution is sometimes engaged in to support drug use
- violence in drug markets is used to gain competitive advantage.

Many illegal drugs such as heroin and cocaine are both habit-forming and expensive. Many users commit property crimes to support their habits. Property crimes include burglary, larceny-theft, motor vehicle theft, forgery, fraud, arson, dealing in stolen property and embezzlement.

The Drug Use Forecasting Program conducted by the National Institute of Justice reported that 60% or more of the males arrested in 1990 for the property crimes of burglary, larceny-theft, stolen vehicles and robbery tested positive for drug use as were 50% of the females arrested.

Some drugs can affect the user in ways that make violence more likely. At other times drug users commit violent acts to get money to buy drugs. Violence is common in drug trafficking as a result of disagreements about transactions and because traffickers sometime seek a competitive advantage over rival dealers through violent means. Among violent offenders in state prisons in 1986 more than half said they committed the offense under the influence of drugs or alcohol.

WHAT ARE THE CAUSES AND CURES FOR CRIME?

Labeling "causes" implies the premise that "cures" can be found so that crime will cease to exist. There are as many theories to the cause of crime as there are experts. Such explanations focus on socio-economic environmental factors to psychogenic factors to biogenic factors with numerous combinations of the elements of each. The truth is that WE DO NOT KNOW WHAT CAUSES CRIME. Even if we did, explanations, particularly correct ones, need not promise cures. Knowing the causes of earthquakes, tornados, or tidal waves does not prevent them, although such knowledge may promote better defenses against them.

What we do know is that culture seems to be one primary governor and generator of crime. Culture is composed of various elements that are numerous, interrelated, and interdependent. Touching the culture here affects it there, and there, and there. Any one reform starts a chain of effects, many of which are bound to be unforeseen, and some of which are bound to be undesirable.

We can identify, empirically, community conditions which, if they are present, signal the likelihood that more social disorder and crime will exist. Identifying these conditions is not an identification of crime causes. There are visible

manifestations of those conditions which, in general, indicate that a lessening of a sense of community is taking place. It is with this loss of sense of community that serious crime seems to be more prevalent.

WHAT COMMUNITY CONDITIONS INFLUENCE SOCIAL DISORDER AND CRIME?

When viewing community conditions, it must be understood that each is somewhat inter-related with the other and each is constantly changing.

1. The movement of people - When people of diverse cultures meet in large numbers and attempt to live together in some accommodating way, each culture is threatened. This statement should be tempered by the fact that it is during the time of seeking accommodation that crime rates may be expected to increase. Once a stable accommodation is achieved, it is accompanied by lower rates of serious offenses. Relatively homogeneous communities will still continue to express clearer preferences for a certain style of policing than with heterogeneous ones. Police, in response to community expectations, should remain cognizant of this fact even after stable accommodation is reached.

2. Crowding - Beyond a certain threshold, the more crowded an area, the higher will be its crime rate. This threshold is somewhat ill defined because although "density" and "crowding" are used interchangeably, they should be distinguished. Density refers to the number of persons per unit of space. Crowding refers to the experience of being uncomfortably congregated. It should be stressed that "crowding" is a personal feeling. One can feel "crowded" in either a low or a high density environment, just as one can feel "isolated" or "alienated" in either setting. Long standing cultures have developed particular accommodations (sense of community) to density to minimize crowding effects. Stable populations are different in their crime rates from areas that have recently become crowded.

Because of efficient planning, Sunnyvale has maintained a suburban character as evidenced by lower density and greater open space thus avoiding the impact that high density and crowding have on crime rates.

3. Social Mobility - When large proportions of a population climb up or down class ladders there is an increase in crime rate. This does not mean that particular individuals who change their status need be more prone to criminality. The condition refers to the culture challenging conditions that seem to go along with high rates of vertical mobility.

4. Relative Deprivation - It is commonly believed that inequalities in economic conditions stimulate a resentful sense of unjust deprivation. Increases in social disorder, however, occur not at the extremes (the haves vs the have-nots), but in the process of equalization. Higher frequency and magnitude of crime occurs the closer equality of status comes to being achieved.

5. Youth as a Liability - Any condition that tends to weaken the nurturing and training of children provides an influence for increased social disorder. Where the community has little use for adolescents, or treats them as a liability, there will be higher crime rates. Socio-economic conditions have weakened and will continue to weaken the bonds of family and wider kinship. Because substitute institutions have not evolved as rapidly as social change to take the place of the family in the socialization process (apprenticeship for adulthood), this is seen as directly contributory to the high incidence of youth crime. In practical terms, the fewer "places" youth see for themselves in the community, the less sense of community they feel.

6. Altering Experience - Human beings have always attempted to alter their experience - if not steadily, at least episodically. This is sometimes seeking to

elevate sensation above normal or sometimes seeking to depress feelings. We do this through music and drama, through poetry and dancing, and through a multitude of recreational activities. We also do this with the aid of chemicals, particularly when the alternatives are limited. Once habituated to these chemical aids, we find withdrawing from them painful. Restriction of their supply brings the illegal market into being and criminalizing their use makes users criminals by definition.

The public question is whether the criminal law should be employed against any or all of such chemical solace. The question is not only a matter of the bodily harm they produce, but the practical effects of public intoxication. The dilemma posed by chemical abuse is that the democratic tradition denies that the government has any business protecting individuals from themselves, yet the practical effects of driving under the influence require intervention for the protection of others. This cultural conflict is a condition which is crime influencing. It has been argued that people should be left alone when they damage only themselves and that it is less costly than invoking criminal sanctions. At some point, however, the damage we do "only to ourselves" has societal impact. There is no such thing as a victimless crime. If enough individuals harm themselves, society is the victim.

The question of when and how the state ought to intervene might be more readily resolved if we could calculate the costs of ignoring vice or suppressing it, against the benefits for the total community. It, however, is an impossible calculation. We do know that persons whose lives are "good in themselves" do not need the solace of chemicals.

IN SUMMARY

Throughout these six areas runs the recurring theme that it is in cultural conflict that crime is bred. More specifically that

social disorder is increased where changes in a stable community take place. It should be emphasized again that calling these conditions "crime productive" says nothing about their possible rewards.

It is during periods of transition that maintaining a sense of community is critical. What is particularly important in a dynamic changing community such as Sunnyvale is that where changes occur, planned or unplanned, that efforts be directed to enhancing this sense of community prior to increases in social disorder and crime. Planned changes require consideration of directing resources to maintain sense of community.

WHAT ARE THE COMMUNITY CONDITION TRENDS FOR THE FUTURE?

In examining key community condition indicators, the Planning Department has projected population trends, housing trends and employment trends for the near and extended term. In this section these empirical measures will be explored as they relate to those community conditions that influence social disorder and crime.

Population Trends - The City will continue to gain in population over the next 15 years. The greatest population gain (11%) is projected to occur during the period 1990-2000. The estimated total population will be 130,700 in 2000, 136,800 in 2005, and 139,700 in 2010. The median age continued to rise between 1980 and 1990. In 1980 there were 24,515 people under 18 in Sunnyvale (23% of the total population), while in 1990 there were 22,457 people in that age category (19.2% of the population). Both the actual number and percentage of people over the age of 55 has increased. The actual number of people over 55 has grown from 19,757 in 1980 to 22,679 in 1990, with a corresponding increase in the percentage of the total population from 18.5% to 19.3%.

While the number of teenagers in the community declined between 1985 and 1990, the Association of Bay Area Governments (ABAG) projects that between 1990 and 2000,

the school age population will increase by 23% in the Bay area over 1990 figures. Within this increase, 77% of the students are expected to be in the 5-14 age group. While the decrease in the teenage population between 1980 and 1990 may have been a significant factor in reducing the level of crime, the new generation will be reaching the teenage years causing the level of crime to push upwards again, absent any long term programs to address the role of "belongingness" of youth in the community.

The ethnic makeup of the City also continues to change. Asian and Pacific Islanders now make up 19% of the total population, whereas in 1980 Asian and Pacific Islanders made up 10% of the total population. The Black population still accounts for 3% of the total population which was the same in 1980. The White population decreased from 74% of the total population in 1980 to 65% in 1990. The Hispanic population has increased from 12% of the total population in 1980 to 13% of the population. The community is still in a period of transition after the influx of diverse cultures. This period of accommodation is the time at which the potential for social disorder is at its highest. The cultural diversity among the population means that these minorities will confront an entire spectrum of civil rights issues, ranging from those that affect new immigrants with low skills to those that affect highly educated professionals and their offspring. Police need to develop sufficient understanding and sensitivity when dealing with these diverse cultures.

Particular attention needs to be directed at overcoming language barriers by improving interpretive services used by police. Because of language problems, many minorities are reluctant to seek police protection and tend not to report crimes, thus reducing their access to police services. Access to interpretive services is particularly critical during emergency situations, and this is generally when they are least available. In order to deal with this problem, the Department of Public Safety has subscribed to the AT&T Language Line, which provides access to interpreters over the telephone in almost every language. This service is available to the Department's dispatchers as well as the officers in the field. In addition, the

Department is working with Sunnyvale Community Services in applying for a grant to improve access to and delivery of critically needed services for the community's growing diversified population by establishing a volunteer language bank.   The language bank would be a 24 hour service consisting of volunteers who provide translation services for the Department of Public Safety, the Sunnyvale School District, Fremont High School and El Camino Hospital.

Income Levels - Income levels of Sunnyvale residents rose dramatically between 1980 and 1990, when there was a 19% growth in mean household income. It is projected that the rise in mean household income between 1990 and 2000 will only be 4.3%. This gradual rise over the next ten years indicates that there will be significantly fewer moves in social mobility thus lessening another influence for social disorder.

Housing Trends - Household size in Sunnyvale stabilized between 1980 and 1990 with 2.42 persons per household and is forecast to fluctuate only slightly through 2010. The actual number of households rose slightly from 42,932 in 1980 to 48,531 in 1990 and is estimated to increase to 57,690 by the year 2010.

Employment Trends - The number of available jobs in Sunnyvale is actually expected to decrease over the short term from 123,440 in 1990 to 114,050 in 1995 and then increase gradually to 134,270 in 2010.

Since 1985, several employment trends have continued that have had a significant impact on police services in the community. First 69.9% of Sunnyvale women with children under eighteen are in the labor force. High labor participation rates within households distracts from the nurturing process of the young because substitute institutions have not evolved. Even today, inadequate child care opportunities continue to be an issue contributing to the perception of children as a liability in an economic climate which requires both spouses to contribute to family financial support.

Secondly, only 31.6% of Sunnyvale residents who work, work in Sunnyvale. It is estimated that 63,480 Sunnyvale residents travel by automobile to work each weekday and that 92,000 commuters travel into Sunnyvale each workday. Commute traffic and congestion continues to be a problem and requires a significant allocation of police resources. However, since 1985 there have been major improvements in traffic flow throughout the City. Much of this can be attributed to sophisticated coordinated traffic signal systems and extensive traffic planning by the Traffic Engineering Division.

While several trends within these key community conditions contain elements which tend toward increased influence for social disorder, others are working in the other direction. Taken as a whole, the outlook for Sunnyvale continues to be very positive.

GANGS AND CRIME

The Youth gang phenomenon and their illegal activities are continuing to escalate around the Nation despite efforts by law enforcement and prosecutors to curb them. In California, it is estimated that by the year 2000, there will be approximately 250,000 gang members in the state involved in criminal activities that will strain the resources of the criminal justice system.

In Santa Clara County it is estimated that there are 35 active gangs with approximately 2,000 members. These numbers are continuing to grow. In Sunnyvale, the police have identified at least 8 gangs with approximately 200 members. Although gangs are known to be territorial, the violence and crimes that they commit are not confined to any geographical area. San Jose gang members come into Sunnyvale and commit crimes and vice-versa, and this is common for gangs throughout the Bay Area. The gang problem is a regional problem and experience has shown that violence and crime committed by gang members will not be resolved through conventional police methods. The solution to the gang problem involves developing a strategy that incorporates

involving the families, the schools, entire communities, the criminal justice system and other social service agencies.

What is a gang?

A gang is two or more people who form an allegiance for a common purpose, identifies with or claims a territory in the community, and engages, individually or collectively, in violence or other criminal activity. Gangs may have identifiable leadership or be loosely knit. Gangs usually form along racial or ethnic lines. They follow strict codes of conduct and ethics as defined by the gang. In most gangs, their main concern is to be recognized for their criminal activity and establishing a reputation. Gang members often come from uninvolved families, have family members who were involved in gangs, or are disenfranchised from a system that has mainstream values such as hard work and economic security. Gangs are not just restricted to poor communities. They can be found in all communities and socioeconomic levels.

Types of gangs:

Social Gang: The social gang is a relatively permanent group that hangs out at a specific location such as a store or street corner. Members develop a sense of comradeship and often engage in organized group activities including dancing, discussions, and athletic events. The group stays together because of mutual attraction among it members rather than the need for protection or esteem. The social gang is not likely to participate in serious delinquent activity unless members are attacked and retaliation is unavoidable.

Delinquent Gang: The delinquent gang is a cohesive group organized around the principle of monetary gain from delinquent activities. Its members depend on one another to carry out planned activities and provide help if needed. The leader who usually emerges is the most competent at stealing and is an excellent organizer and planner. Gang activity is viewed as a way of getting ahead in the world.

Violent Gang: The violent gang is organized to obtain emotional gratification that violent activities can bring to youths. Leaders of violent gangs tend to be emotionally unstable, and they have a need to control and direct others. The structure of violent gangs is constantly changing. Allies one day become enemies the next day according to the dictates of the gang leaders. There is widespread belief that complex initiation rites take place before a youth can join a violent gang and that the rites often entail physical pain and proving one's courage.

Members:

Gang members can fall under several categories:

1. Taggers - These are members who tend to write gang graffiti only for fun and notoriety.

2. Gang "Bangers" - These are the wanna-be and hard core gang members who are prone to violence and other crimes.

3. Tag "Banger" - These are hybrid groups of taggers that carry weapons to defend themselves and get involved in escalating violence.

Gang Names:

Most gangs adopt names that have significance when related to their neighborhood (street names, valleys, housing projects, and regional names). Most gang members adopt nicknames when recruited into the group if they don't already have one. The gang tends to select a name that fits the individuals physical or psychological characteristics.

Why do young people join gangs?

There are a variety of reasons for joining gangs including the excitement of gang activity, peer pressure, attention, financial

benefit, family tradition, and the lack of the realization of the hazards involved. The primary age group for gang activity is 13-21. These are potentially good students, but they are looking for attention and a way to increase their self-esteem. Peer pressure is a major motivation for gang activity. Gangs not only provide a source of attention through dress and style but also gain attention through criminal activities, community intimidation, and the flaunting of normally, unobtainable items. The news media contributes to the prevalence of gang popularity by publicizing gang activity. Financial benefit is another motivation for the gang life-style. A lack of status symbols such as money made by the gangs, is a temptation that few children can resist. Sometimes joining a gang in a community with several gangs offers considerable protection from violence and attack from rival gangs. New members can also be forced to join by threats, violent beatings, and initiations in order to increase membership. The decision to join a gang is often a blind decision. The youth does not realize what kind of commitment they will have to make to the gang. The philosophy is live for today and not look towards tomorrow. Elementary, junior high and high school students between the ages of 10 and 15 are prime targets for gang recruitment. Gangs become attractive to students whose low self-esteem and poor self-image beg for acceptance by peers.

According to a report by the State Task Force on Youth Gang Violence, youth gangs have expanded their areas of control into schools. Students involved with youth gangs play a disproportionate role in the vandalism, extortion, drug trafficking and violence on school campuses.

Warning Signs of Gang Membership

The gang life-style is adopted through a gradual process. Gang membership is often missed or hidden from parents. The following are possible indicators of a juvenile identifying with the gang life-style. One should not rely on just one of these signs to stand as an indicator for a possible problem.

- Changing Friends: Parents will begin to notice that at one time they knew all their son's or daughter's friends but that now they don't know any of their friends names, where they live, or what they look like.

- Difficult to Communicate with: Parents will find that their child becomes argumentative when they talk about friends, styles of clothing and that they become overly sensitive about accounting for their activities.

- Declining School Grades and Activities: Grades begin to decline, discipline problems begin occurring at school, and there is complete withdrawal from athletic or school functions.

- Change In Appearance: The child begins to dress in all one style. Previously acceptable clothes are ridiculed, cast aside and no longer worn. The clothing may become monotone, ie, all red or blue, plaid shirts, leather gloves with fingers cut off, oversized t-shirts, bandannas of a specific color, dark sunglasses, baseball caps worn in a specific fashion, etc. Hairstyle also becomes subject to drastic change.

- Personal Graffiti: Similar to graffiti that appears on walls, this graffiti will appear on items such as school notebooks, clothing, personal items, and bedroom walls. This graffiti will often be their street name or logo.

Graffiti

Graffiti is a form of vandalism that decreases property values in residential neighborhoods, and negatively affects industrial and commercial areas. Gang members use graffiti to mark their turf or territory. They also use it to advertise the gangs status or power and to declare their own allegiance to the gang. When a neighborhood is marked with graffiti indicating territorial dominance, the entire area and its inhabitants become targets for violence. Anyone on the street or in his/her home is fair game for drive by attacks by rival gang

members.   A rival gang identifies everyone in the neighborhood as a potential threat. Persons observed writing graffiti should be reported to the police immediately. Graffiti that is observed should be reported to the City's Graffiti Hot Line for quick removal.

Public Safety's Response to Gangs

At present, Public Safety addresses the gang issue in three areas:

*   Education:

    Schools: Public Safety has developed strong school and police partnerships in response to juvenile delinquency prevention. Rather than just a response to trouble on school campuses, officers are involved in student development.   Public Safety Neighborhood Resource Officers provide numerous educational programs, some of which are discussed later in this chapter, and provide gang education presentations to all schools located in Sunnyvale.

    The gang presentations are provided to both school staff and to the students. The officers define what constitutes a gang and then provide a discussion on various aspects of gang involvement including:

    *   How joining a gang is a life changing decision.

    *   The reasons people join gangs.

    *   Gang apparel and culture.

    *   Consequences of gang involvement.

    *   Alternatives to gangs and resistance techniques.

    Family: Officers also provide family gang intervention by providing gang information classes to parents who

request it and to parents of first time juvenile offenders and potential gang members. This class addresses gangs, substance abuse, and parenting skills. A professional counselor conducts a portion of the class, presenting useful parenting skills information. The presenters will explain the signs of teenage "at risk" behavior such as gang involvement and substance abuse. Additionally, parents are informed of how they can help their child who is involved in this high-risk behavior. Suggestions are offered to parents for dealing with the various stages of childhood growth, and are provided with a list of resources for further help as needed.

Also, when a Neighborhood Resource Officer becomes aware that a youth is involved or is associating with gangs, a home visit is scheduled. The Officer, the youth, and the parents discuss the concerns regarding the youth's interest in gang activity and the consequences of gang membership. This early intervention is designed to deter the youth from becoming more involved in this dangerous lifestyle.

- *Information:*

Sunnyvale Officers meet on a monthly basis with other local agencies at a Santa Clara County gang meeting to share information and discuss gang issues impacting their communities and current strategies used to mitigate these issues.

- *Enforcement:*

The vast majority of Public Safety enforcement of gang-related criminal activity is presently done through the cooperative efforts of the Community Services Bureau and the Patrol Operations Bureau. Criminal investigation is also conducted by the Investigations Bureau. Public Safety has also established a "TAG" (Taggers and Gangs) Team which consists of 6 officers assigned on a part time basis to proactive gang

enforcement activities and graffiti problems. These officers attempt to identify and make contact with known or potential gang members and to intervene in any criminal activity. Being familiar with local gang members and local "hang-outs", these officers also assist in the investigation of crimes that are suspected or known to have been committed by gang members. Public Safety's Tag Team also meets monthly to discuss gang issues and to keep officers informed on current activity.

The TAG team officers are also members of the Graffiti Task Force that consists of representatives from Community Development and Public Works. This task force addresses the problems with graffiti in the City and focuses on apprehension of taggers and quick removal of graffiti. Community Development organizes neighborhood volunteers, who go through neighborhoods and paint over graffiti with paint donated from local paint stores. In addition, the City provides victimized homeowners with graffiti-removal kits to help with the cost of removing extensive graffiti from residences.

Public Safety and other City Departments continue to research and develop new strategies that impact the gang phenomenon and gang crime.

PUBLIC SAFETY'S RESPONSE TO CRIME

Public Safety's response to crime has three goals: controlling criminals, pursuing justice, and addressing problems. Achieving these goals takes place in three major functional areas: Patrol operations, Investigations, and Crime Prevention. While each area has a unique emphasis, each is interrelated and also takes on, to a certain extent, the functions of its counterparts.

Controlling criminals serves to deter, rehabilitate and incapacitate those who choose to commit crime. Deterring crime makes the criminal believe that the opportunity to

commit the crime does not exist or is of too great a risk. Rehabilitation involves encouraging the criminal to stop committing crimes. Incapacitation involves removing the criminal from society.

Pursuing justice is the role of the police in upholding community norms and helping to regulate acceptable and unacceptable behavior through various means such as the justice system.

Addressing problems is the role where the police are dealing with the many varied issues and problems that the citizens feel that the police should resolve such as public intoxication, pornography, gangs, drug traffickers, and the many other problems that contribute to fear and crime.

THE PATROL FUNCTION - NOW AND IN THE FUTURE

Patrol is the strategic deployment of resources in order to provide 24 hour ability to quickly intervene when crimes are occurring. Since 1950, Sunnyvale has used the traditional approach to providing patrol services as have the majority of other police departments in California. Traditionally, patrol has been performed by officers assigned to specific geographical areas of the city for the purposes of suppression and prevention of crime by maintaining a mobile and highly visible police presence. Patrol has traditionally been incident-driven with an emphasis on rapid response to calls for service. Officers react to individual events reported by citizens; respond rapidly to the scene to gather information from victims, witnesses, and offenders; invoke the criminal justice process; and then use aggregate crime statistics to evaluate effectiveness. So strong has the emphasis on rapid response become, that in many cases, good response times have become the measure of effectiveness of a police department.

In the 1980's, police managers began to discover that the emphasis on rapid response to calls for service left them with few available officers and less time to do anything else such as directed patrol, community policing, and dealing with the myriad of other "non-police" problems that the citizens felt

were in the realm of policework mainly because of their 24 hour availability.

While the ability of patrol to intervene in the criminal act is significant, fast response times are not as critical as previously thought. First fewer than 15% of calls for service involve crime. Second, at the time calls are placed by victims, witnesses etc. few of them are emergencies. The vast majority of crimes have already been completed when reported and the suspect has left the scene. Where response time is critical is in those cases that involve in-progress calls for service where an emergency actually exists.

To be effective, modern patrol officers must perform in three major spheres of activity - often simultaneously. There is no inherent priority among these functions and each is, or becomes interrelated with the other. First, they must continue to handle calls for service and, when the service involves a genuine emergency, the call must be handled when the demand is received. Second, patrol officers must participate in tactical responses or directed patrol activities to apprehend criminals or to displace or disrupt problem patterns. These tactics must be undertaken after careful analysis as to when the chances of apprehension are the greatest. Third, patrol officers must engage in community policing or some form of strategic problem-solving efforts with the community. These must occur when members of the community are available and when the officers are not being interrupted by calls for service requiring immediate response.

Policing in the late 1990's requires that the calls-for-service workload be studied and handled in ways that better meet the needs of the citizen, the patrol officer and the organization. The extent to which calls for service take precedence over other patrol activities, such as tactical responses, directed patrol and strategic problem solving, determines to a large degree the effectiveness of non-committed patrol time.

Non-committed patrol time, or preventive patrol, was originally utilized to make productive use of an officer's time while waiting for calls for service. While it succeeded in keeping

officers busy, it rarely had any significant impact on crime or resulted in criminal apprehension. This was due to a lack of accurate and timely information to predict when and where crimes were likely to occur.

In order to effectively utilize directed patrol activities and strategic planning, timely feedback of information to patrol officers about crimes, crime patterns, types and locations of problems is a must. This type of information must be made available within a 24 hour period to the officers through analysis of crime reports, intelligence, and information about specific people who may be wanted. Once this information is obtained, officers and squad supervisors can more accurately plan a shift's patrol activities or target specific problems while developing tactics to more effectively deal with these problems. These may consist of saturating an area with aggressive patrol, covert patrol, stakeouts or dealing with a neighborhood problem.

Directed patrol activities work well against short-term problems that the police can deal with acting alone and given sufficient time away from calls for service. Larger problems and crime patterns that arise from a wider variety of different neighborhood conditions require more extensive strategic planning and cooperative efforts from the police, the public, and other institutions.

The Department of Public Safety has expanded on the role of the traditional patrol officer by requiring officers to complete a thorough preliminary investigation on each call for service, including gathering evidence, searching for witnesses, conducting follow-up on potential suspects, and obtaining and serving search and arrest warrants. Officers are thoroughly trained in these procedures. On more serious crimes, the investigations unit (detectives) will be called in and a joint investigation may be conducted.

THE INVESTIGATIVE PROCESS

The primary objective in a preliminary investigation is to determine who committed the crime and apprehend the

responsible person. Although apparently simple, achieving this objective requires the completion of three tasks:

1. Determination that an offense has actually occurred and the gathering of key facts - the who, what, why, when, where, and how.

2. Identification of "solvability factors" - leads.

3. Communication of the circumstances of the crime, as well as the identification of what investigative steps have been completed and those yet to be accomplished.

Each task is critical, and failure to properly complete the preliminary investigation could cause needless duplication of investigative effort, or worse, the presentation of an incomplete court case in which the offender goes free.

Patrol officers are usually the first investigators at a crime scene. The thoroughness and quality of their work is critical to the success of the entire investigative process including future court proceedings.

If the patrol officer completes the investigation the investigation is over. If the investigation is not completed, depending on the type and seriousness of the crime, it will be reviewed and assigned for further follow-up to the patrol officer or to a detective.

Crimes that are assigned to detectives after the preliminary investigation are generally serious crimes such as murder, rape and other sex crimes, robbery, aggravated assault, grand theft, auto theft, forgery, burglary, death threats and some of the more complex fraud, embezzlement and high-tech cases.

Once assigned to a case, the detective will review it for any leads or solvability factors. If there are leads, the detective pursues them. This may involve talking to a likely suspect or it may involve conducting a complex set of interviews and

researching various types of records such as bank records, phone records, criminal records, driving records etc.

Most property crimes are not witnessed and there are often few leads. These crimes can generally be investigated rapidly until all leads are exhausted and then set aside in case future leads develop. Crimes against persons or crimes with credible witnesses take longer to investigate and more frequently result in an arrest. Once a detective develops enough information that provides him/her with "probable cause" for an arrest, he/she must then attempt to locate the suspect and effect the arrest. Often this can be more time consuming than the investigation of the crime. Service on many arrest warrants is not actively pursued, and in those cases, the information on the warrant is entered into a computer that is tied into police agencies nationwide. If the suspect named on the warrant is stopped at a future date and is checked by the police, an arrest may be effected.

CRIME PREVENTION

Public Safety's crime prevention function has two aspects: Eliminating the desire and eliminating the opportunity to commit crime. Few would disagree that the City has a primary responsibility to respond to and investigate crime which has occurred. This is where the preponderance of resources in this and every other city are used. It is a clear public expectation. The fact is, however, that a crime which is prevented is more important than a crime responded to and cleared through arrest.

Crime prevention lessens the need for costly public services. First, the resources required for policing are directly related to the amount of crime that occurs. Many cities have crime rates much higher than that of Sunnyvale; therefore, the resources needed in these cities to respond to and investigate crime are obviously higher than that of Sunnyvale. Second, the cost of policing is literally the tip of the iceberg in terms of the public cost of dealing with crime. The cost of adjudication and then incarceration is incredibly high. While the City does not bear these costs directly, it does so indirectly. This is one of the

reasons the state is taking local tax dollars to operate the courts, jails and prison systems. Many believe that incarceration can lead to more hardened criminal behavior resulting in repeat offenders.

The societal costs of crime, both monetary and non-monetary are immense. In simple terms, the costs directed towards preventing a crime are often far less than the cost of responding to and investigating a crime that has occurred. By preventing the crime we reduce the demand for such costly services as: receiving and dispatching the call; police response to the call; investigation of the crime; apprehension and arrest of the suspect; booking the suspect; housing the suspect in county jail; taking the suspect through the judicial process; maintaining probation or parole controls on the suspect; or incarcerating the suspect in prison for a length of time. The costs for these services can be immense, not to mention the non-monetary costs to the victims and society. Sunnyvale has long recognized these costs and has worked on developing strong interrelationships between Public Safety crime prevention actions and the work of other Departments and agencies. Public Safety crime prevention programs, and the City's strong leisure activity programs, job training and opportunities for youth, strong schools and active non-profit support programs are all powerful low cost ways of supporting crime prevention.

The crime prevention task requires community involvement. This involvement requires increased interaction with the public so that officers can gain first-hand knowledge of citizen's concerns about neighborhood problems, their perceptions of crime, and their fear of crime. Crime prevention also contributes to the patrol function by expanding the number of eyes and ears (the citizens) attuned to criminal activity in the community allowing timely police intervention. Crime prevention has an investigatory function in overcoming citizen unwillingness to be involved in the criminal process as reporting parties and as witnesses.

Removal of the <u>desire</u> to commit crime requires long-term efforts directed at those economic and social conditions that make crime attractive. Because of this, it has long been thought that such efforts were beyond the resources and authority of the police and, as a result, the concentration of effort has been directed toward eliminating <u>opportunities</u> to commit crime. Sunnyvale, through a combination of programs, directs its efforts towards both a removal of the desire to commit crime and eliminating the opportunity to commit crime.

Public Safety began to intensify its partnership with the community in 1974 with the establishment of the Neighborhood Resource Officer program and the Crime Prevention unit and in 1981 with the establishment of the Emergency Preparedness unit. These programs have provided community education about crime prevention and emergency preparedness and have provided for two-way communication with responsiveness by Public Safety to neighborhood views and priorities. These units have been instrumental in organizing programs, and school and neighborhood networks showing people how to help themselves and take responsibility for their own community. They also work with other city Departments such as Parks and Recreation in developing and providing youth oriented services and leisure activities

Officers assigned as Neighborhood Resource Officers have a primary responsibility of addressing the special problems and needs of a designated area within the City and maintaining a strong liaison with the schools. In order to fulfill their responsibilities, these officers seek to establish a bridge of trust and understanding with the residents and students within their designated areas. They organize discussions with civic groups, participate in youth oriented activities, organize and attend neighborhood meetings and provide in-school programs all designed to prevent crime, not only in the short term, but also the long term.

Some of the programs that have been developed by Public Safety that are directed towards crime prevention are as follows:

- *Home Security Survey*: Crime Prevention Assistants will conduct a home security survey for any resident. This free consultation includes advice to make residences less attractive to burglars, and ways to ensure more effective home security. A copy of the survey and recommendations is provided to the resident for future reference along with packets of information and useful guides on crime prevention.

- *Operation Identification*: Crime Prevention Assistants engrave a residents property with an identification number as a method to assist in the recovery of stolen property and prosecution of suspects. Once the property is marked, the resident is given Operation Identification stickers to be placed on the exterior of the house as a deterrent. Marked property is more difficult to sell, and may lead to easy arrest and prosecution of the burglar.

- *Plan Review*: Plans for new building projects are submitted to the Planning Division and distributed to the Plan Review Committee members including Crime Prevention. Plans are reviewed and recommendations prepared regarding security concerns for each project. Later in the process, a Community Services Bureau plan review representative meets with the developer to review final security plans.

- *Robbery Procedures*: This is a presentation to Sunnyvale businesses. Aspects covered include heightened awareness and prevention of robbery, evidence preservation, obtaining descriptions, and procedures to be followed after a robbery (including proper reporting via 911), with the primary emphasis on enhancing the safety of all involved.

- *Sexual Assault Awareness*: This Neighborhood .Resource Officer presentation is designed to be frank and informative. From a definition of sexual assault, participants are informed about rape victim profiles, a rapist profile, different forms of resistance, post-rape

psychological effects, counseling, and safety precautions and awareness. Additionally, people are advised what to do if they are a victim of a sexual assault. The process and procedures of the Criminal Justice System in relation to sexual assault are also explained.

- *Shoplifting Prevention*: This program targets retail stores. A Neighborhood Resource Officer discusses laws that pertain to shoplifters, what to look for in theft behavior and how to deal with the active shoplifter. Techniques are presented on how to deter shoplifters, and participants also learn how to recognize common shoplifting behaviors. Once identified, the participants also learn how to safely and legally report a shoplifter.

- *Substance Abuse in the Workplace:* A Neighborhood Resource Officer presents an overview of drugs and their effects on employees in the work place. The audience learns how to identify drugs and the mannerisms of drug abusers and sellers. Alternative intervention programs discussed are counseling and law enforcement involvement.

- *Personal Safety:* A Neighborhood Resource Officer presents safety techniques specific to the nature of the talk requested and group being addresses. Emphasis is on prevention techniques pertaining to enhanced awareness, recognition and avoidance of suspicious situations, and making oneself less likely to be a victim.

- *Crime Prevention for Seniors:* This program is designed to address the unique needs of Sunnyvale's senior citizens. This informative talk covers purse snatches, robberies, swindles, con games, burglaries, and social security check theft.

- *Neighborhood Watch:* Neighborhood Watch is a neighborhood working together and acting as extra eyes and ears of the police. The program clarifies for residents when they should call police and how to use

the 911 system. Residents learn how burglars work, what is considered suspicious activity, and how to better secure their homes. Residents are encouraged to discuss any particular needs or concerns they might have. They are given the opportunity to sign up for Home Security and Operation Identification programs.

The above programs are just a few of the crime prevention programs that are offered by Public Safety. As will be discussed later in this section, Public Safety also provides many programs to Sunnyvale youth that are directed towards delinquency prevention and diversion of first-time juvenile offenders.

In addition to the crime prevention programs Public Safety provides programs that enhance neighborhood networking and contribute to safe neighborhoods in Sunnyvale. The Emergency Preparedness unit provides for an integrated approach to planning and preparing for disasters. During non-emergency periods, the unit assesses the community's hazards and vulnerabilities. It has organized various public and private resources and networks to prepare for and respond to disasters. Two such successful programs are SNAP (Sunnyvale Neighborhoods Actively Prepare) in which groups of neighbors are assembled under a group leader to assist each other in the event of a disaster. The second program is SEPO (Sunnyvale Emergency Preparedness Organization) in which business and industry have set up systems to assist themselves, each other and the City in the event of an emergency.

In the previous Law Enforcement Sub-element, this neighborhood and business networking was discussed as a future goal in developing the relationship between Public Safety and the community. This goal has now become a reality with the inception of the SNAP, SEPO and Neighborhood Watch programs. Networking provides for an easy two-way flow of information between Public Safety and the citizens when dealing with problems that affect the quality of life in the community. People are learning to take on a shared responsibility for their community and have become

involved in programs that make the most of volunteer activity. Public Safety continues to facilitate the development and expansion of networking into all other areas which seek to improve the quality of life, recognizing that the more multi-dimensional the approach, the greater the total sense of community to be achieved.

THE RESPONSE TO JUVENILE DELINQUENCY AND CRIME

People between the ages of 11 and 17 commit a disproportionate share of the crime. Together with their older counterparts - to the age of 29 - these young people make up the largest client group of Public Safety.

The police do not deal with juveniles in the same way they would deal with adults. Neither the law nor community values will allow this. Juveniles are afforded a special status because the community believes that people ought not be subject to the full force of criminal law unless they are responsible for their actions. This difference in status is reflected in all three functional responses to crime - Patrol, Investigations and Crime Prevention. The over-riding emphasis is the same in each area.

The juvenile justice system seeks to protect children from harmful influences, prevent their waywardness, and guide them when their behavior becomes unacceptable. In order to accomplish this, there are specialized procedures for dealing with youthful offenders. Informal and non-adversary court proceedings are used in criminal cases to identify the underlying behavioral problem so that appropriate rehabilitative services may be found for the child. Correctional services are based on rehabilitation not punishment.

Likewise, with "status" offenders there has been a trend away from holding juveniles in secure correctional facilities. The "status" offender is a juvenile who engages in unacceptable behavior such as truancy, or running away from home. Such behavior would not be a crime if he/she were an adult.

Although such behavior is not criminal in the adult world, if it is not modified by intervention and diversion, it may progress into criminal behavior.

The challenge comes in balancing attempts for delinquency prevention and delinquency control against the competing demands for protection of the community, protection of the juvenile's Constitutional rights and the enforcement of the law.

While there seems to be little dispute that juveniles require different treatment from the law, it is the character of that treatment that addresses directly the police role with juveniles. It defines the nature and extent of police discretion.

The creation of a juvenile justice system based on rehabilitative philosophy requires considerable discretion on the part of the police officer. In the early 1980's, broad latitude was allowed in deciding whether to refer a juvenile to court as well as in deciding what techniques to use in obtaining the information required to make the disposition decision. The "due process" provisions which applied in adult investigations were not in effect when the case was destined for juvenile court. The police had a relatively free hand, since it was not a criminal proceeding, but rather a seeking of ways to help the juvenile.

Law enforcement agencies become extensively involved in the rehabilitation process. This was particularly true because the vast majority of referrals to the juvenile court came through the police.

The police have a rehabilitative role for at least two reasons. First, they are in a unique position to identify early delinquent behavior and to intervene immediately, counseling youth and their families in order to deter future wrong doing. Second, even in those cases in which officers refer youth to other resources, the initial contact sets the stage for subsequent intervention.

The question arises as to the degree of the officer's involvement in an on-going counseling situation, particularly in

the terms of the officer's qualifications and in terms of the proper police role. It is readily apparent that other individuals and agencies are better suited to long term problem resolution. The common approach to these issues was to only counsel and release minor offenders. More complicated cases were referred to available social agencies for assistance. Detailed investigations were made for serious offenses in order to provide the court with the necessary information to justify "wardship" and, thus, obtain a "conviction" juvenile style. Until the early 1980's, this was the accepted practice - sanctioned by both the court and the community.

A series of major court decisions seriously altered the juvenile judicial process and, as a result, the police role in the juvenile justice system changed dramatically. The court, responding to the appeals of juveniles who had been subjects of the delinquency proceeding invalidated the concept of parens patriae (the sovereign power of the court in guardianship over persons under disability such as minors). In its place, the Constitutional rights of due process were extended. The juvenile court now has the same procedural requirements and restrictions as the adult court. Scrupulous attention must be paid by law enforcement personnel to the rights of the juvenile. the goals of rehabilitation and the concerns with behavioral and family factors are now secondary as aids in making the disposition decision. The primary concern for law enforcement is to determine the facts that establish the legal basis for further action.

Despite the changes in the law which restrict the officer's discretion, the compelling reasons for police involvement in the rehabilitative process still exist. Unfortunately, the same restrictions which curb police discretion also have changed the character of the juvenile court. As it becomes adversary in nature, it loses utility as a referral choice. To place the emphasis on prevention of delinquency through diversion, early education and intervention requires the development of resources within the community to serve as an alternative to the juvenile criminal justice system. As a result, there is more interdependence between Public Safety's juvenile operations and community resources.

Some of the programs developed by Public Safety that deal with juvenile crime and delinquency prevention are as follows:

- *Sober Graduation:* High school students are targeted for various presentations and activities geared to prevent drunk driving after graduation parties. A highlight of the program is "Reality Check", an all day activity which includes explanations of Sunnyvale's juvenile party ordinance, DUI laws, a mock arrest of a student drunk driver, a tour of jail facilities, a mock drunk driving trial, and finally a trip to the morgue. Student reporters and photographers are invited to write about their experiences for their high school papers. The stories written by students are then eligible for cash prizes to sponsor alcohol-free graduation parties.

- *Student Attendance Review Board:* The Student Attendance Review Board (SARB) reviews truancy cases within the school district. This is a school district activity that is supported by Public Safety. A Neighborhood Resource Officer or Public Safety's Juvenile Probation Officer may sit as a member of the board. The board discusses truancy with the child and the parents and attempts to develop a contract to which the truant must adhere. The contract is a promise by the truant to attend all classes, to be punctual and to improve grades. When social or personal problems are evident, counseling also becomes part of the contract.

- *Substance Abuse Elementary Program:* This program targets elementary students. It provides an introduction of what drugs are, what they look like, and their effects. Students learn "how to say no to Drugs" as well as the ramifications of drug involvement. The primary focus of the program is to teach students refusal skills, resistance techniques, and how to deal with peer pressure.

- *Substance Abuse - Middle and High School:* This program is similar to the elementary program above, but is much more detailed.

- *Criminal Diversion:* This service is designed to allow minor offenders a second chance after committing a crime. The minor is placed into a tailored program of classes, counseling, and community services work. The minor's crime report is reviewed by the diversions officers, One of the Officers then meets with the minor and family to discuss the possibility of diversion, If the minor chooses diversion, the minor and family are required to perform certain tasks, per a signed and written contract. The minor may have to perform community service hours, attend counseling and diversion classes and possibly write an essay. Once the contract is completed, the case is held for two years or until the minor is 18 years old, whichever is first, then destroyed if the minor stays out of trouble. Public Safety's diversion program has been very successful. The Departments goal is to divert youth from committing future crimes and to maintain a recidivism rate of less than ten percent. The graph at the right shows the recidivism rate of juveniles who attended Sunnyvale's diversion program and committed an offense within one year of having completed the program.
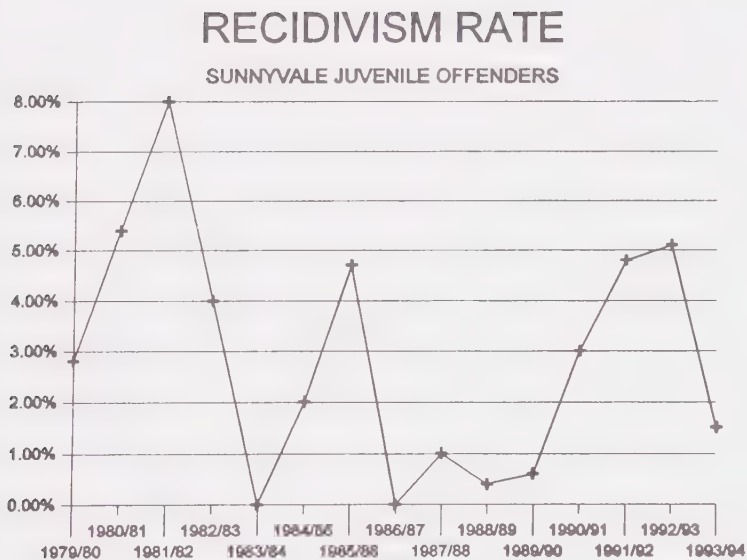
- *Sunnyvale Youth Court:* A court of peers, using trained students from the community, determine appropriate sentencing alternatives for qualified first-time juvenile crime offenders. The setting is professional, with a

RECIDIVISM RATE

SUNNYVALE JUVENILE OFFENDERS

FIGURE 17

sitting municipal court judge, bailiff, police officer and court reporter overseeing the process. Besides being an opportunity for the minor offender to be involved in a realistic simulated court setting, another objective of the court is to give the student court personal insight into the court system, debate, etc. The student jury determines the appropriate disposition and the minor is obliged to follow the instructions of the jury in order to fulfill his/her diversion contract.

- *Juvenile Diversion class:* This class is presented by a Neighborhood Resource Officer, Community Service Officer, and Deputy Probation Officer. It covers areas such as juvenile law, the consequences of breaking the law, and the process involved in the juvenile system. Lessons offered during role playing give information to families regarding peer pressure, refusal skills, and methods to get out of, or control dangerous situations. Other resources are offered if further assistance is desired.

- *Juvenile Traffic Safety Diversion:* This program is presented to juveniles who have received their first bicycle/pedestrian citation. Juveniles who live outside the City limits, but who are cited within the City are eligible for this class. The class is designed to emphasize safe riding/walking habits. The class shows how and why accidents occur and ways to avoid these situations. It stresses the need for the individual to personally evaluate each situation rather than rely on a friend or motorist to make their decision for them.

- *Substance Abuse: Parental Concern:* This program gives parents the skills and information needed to cope with children exposed to drugs. Some of the coping skills presented are teaching children self-esteem and how to maintain open communication with them. Symptoms and signs of drug use are discussed along with parents' legal and moral obligations to the youngster. Parents are also assisted in developing activities for their children's free time.

- *Runaway Intervention:* Repeat juvenile runaways are tracked once they enter the Public Safety System. Upon their return, an officer schedules an appointment to meet with the juvenile and parents in their home. The perils of running away are discussed, and the officer looks for problems within the family that may contribute to the action of running away. Parents and juveniles are provided with a list of resources and referrals that include family counseling agencies.

- *S.U.S.A.N. Program (Sunnyvale United Substance Abuse Network):* This program is a tool to bring together various elements in the community in an effort to create a drug/alcohol free environment throughout the schools in Sunnyvale. The program is designed to help schools deal effectively with student drug and alcohol abuse. The program establishes a "core team" of teachers, administrators, parents, students, police and counseling representatives who administer the program. Personnel are taught how to identify substance abuse problems in young people and how to intervene to provide help for the abuser. Intervention occurs on a one-to-one basis as well as a referral being sent to the Core Team. The Core Team intervenes on an informal basis to start working its way to formal intervention if necessary. The desired objective is to direct a drug/alcohol abuser to a professional evaluator and start the process of either in-patient or out-patient treatment.

- *Youth/Parent Counseling:* Officers assist in counseling troubled youth and/or their parents for minor problems. However, more commonly, the officers provide referrals for people who need professional counseling. Some of the topics that are discussed are truancy, stealing, gangs, substance abuse, peer pressure, social-behavioral problems and related subjects

In addition to the above programs, Sunnyvale has extensive youth oriented leisure programs through the Parks and

Recreation Department that provide meaningful activities to Sunnyvale youth. The City is currently undertaking a project with the Sunnyvale School District to develop a Neighborhood Service Center at Columbia Middle School. This project will provide a gymnasium at Columbia Middle School which will include space dedicated to youth and community needs. The results will be a partnership between the City, School District, local business, and non-profit social service agencies in providing services to youth and adults in the Columbia neighborhood. The anticipated outcome of this project will be a reduction in crime in the neighborhood and improved Columbia Middle School student performance in standardized testing.

MEASURES OF SUCCESS

The prevention and suppression of crime has traditionally been regarded as the first and most important mission of the police. Unfortunately, when measuring the deterrent effect of any preventive police activity, the only true measure of effectiveness is the amount of crime not committed. Such a measure does not exist.

Most police departments use indirect success measures such as crime and arrest rates which can be related to the deterrent effects of various strategies but, at present, no satisfactory "cost efficiency" measure exists for the direct effects of prevention activities on deterrence. Studies of how police efforts may be made more effective in achieving crime prevention are, and continue to be, a major area of professional and scientific study. We have learned that many of the crime-related incidents with which the police must deal are parts of recurring problems because they are associated with high-rate offenders, high-risk victims, and/or high risk places. We have also learned that larceny (theft) comprises the largest portion of the city's crime index (70% to 80%) and that in order to dramatically impact the crime index, we need to develop new strategies to deal with this crime.

FBI Crime index statistics, as discussed earlier, are a questionable measure of success. Since its figures are based only on the seven major crimes, it fails to count other critical crimes. Emphasis on the seven major crimes slights other offenses that matter a great deal to their victims: domestic violence, child abuse, sex abuse, white collar crimes etc. Especially important, it devalues crimes that are of enormous significance to the well-being of neighborhoods and communities: drugs and drug dealing, prostitution, vandalism, panhandling, public drunkenness, and even traffic, parking and litter violations.

In discussing arrest rates as a measure of success, further caution needs to be taken. This is particularly true when comparing specific offenses or groups of offenses, such as the seven major crimes, between crimes and arrests reported. Such a comparison is very risky and often subject to question. The primary reason for this is the difference in the method of counting. For example: Two people commit a series of ten robberies and both are eventually arrested; the number of crimes reported would be ten, that is the number of offenses which actually occurred; the number of arrests for those offenses would be two or the number of people arrested for those offenses. Another example: Five people commit a homicide and are arrested for that homicide; the number of crimes reported would be one, the number of arrests would be five. The point is that a comparison of summary data resulting from a series of incidents such as those described above may appear to disclose a relationship that does not exist.

The Department of Public Safety is unique in the way it measures success and efficiency. The Department has been making use of such advanced administrative tools as PAMS (Planning and Management System), PABS (Performance Auditing and Budgeting System) and computerized information systems which in turn are part of the city's integrated management system. Within this framework, ultra-modern management methods have been developed and employed.

PAMS - *Planning and Management System* - The City of Sunnyvale has had a long tradition of providing quality cost-

effective service to its residents. In the mid-1970's, a concerted effort on the part of the City was made to go even one step further in developing a system which would literally tie together into one comprehensive blueprint every major activity of the City. The end result - a unique Planning and Management System.

At first glance, the system appears to be simply a collection of actions which most municipalities go through in taking care of city business. That is certainly one function of the system. As a very systematic integration of City activities, the system provides citizens, Council and program managers a step-by-step approach to how the governmental in Sunnyvale operates and their role in that process.

The system provides the opportunity for the Council, citizens and management to collectively develop and initiate a vision for the City in the establishment of goals and policies (policy making); the implementation of those policies (service delivery); and the opportunity to participate in self-evaluation, as to whether those goals and policies were met in the most effective manner possible (evaluation).

More than anything, the Planning and Management System is a system of communication. The system insures that all the people who have a role in City Affairs can and will communicate with each other. The system eliminates the guesswork of where the City is going and how it plans to get there. It provides a linkage between policy setting, allocation of money in the budget, and assignments given to the staff.

Policy Making - While the Planning and Management System is designed to facilitate the decision making process, both for council members and the program managers, the final policy choices ultimately are made by the seven elected Councilmembers who are the eyes and ears of the community.

The Planning and Management System assists the Council in policy making activities by first insuring that their decisions reflect the General Plan of the City which they themselves adopted. Second, the system insures that the Council's

decisions are communicated to staff to insure implementation of the City's policies as spelled out in the General Plan.

The General Plan and Service Delivery components are organized in a hierarchical structure which makes it possible to functionally relate the City's goals and policies to the actual work outputs which are produced to achieve those goals. The structure is designed to make service objectives explicit within each program so that information on the efficiency and effectiveness of their operations can be provided to program managers on a frequent basis. This assists the program managers in making timely evaluations to program performance.

The process completes the cycle with the evaluation component of the system, communicating back to Council how its policies were implemented.

In Sunnyvale, the budget is viewed as the implementing tool of the General Plan. It is a service-oriented budget. The budget is not designed to focus on items such as how much the telephone costs, or the increasing price of paper, but instead to focus on the level of service that is being provided to the community and how much that service costs. It is designed to communicate if the service which is being provided implements the goals, policies and direction which Council believes is important to the community and reflected in the City's long range plan.

In the budget the sub-elements are further broken down into programs. (i.e., Patrol Operations is a program of the Law Enforcement Sub-Element). Programs are further broken down into service objectives and tasks. Service objectives are quantifiable statements of performance and service standards directly related to the goals and policies expressed in the City's General Plan. It is the task within each service objective that generates the production units that accomplish the service objective.

It is at the service objective level that allocation of money, personnel and supporting materials is provided which serves to propel the General Plan into action.

In order to evaluate or measure the success of program performance, several monitoring tools are also incorporated to communicate those standards and data on which evaluation is based. The key to evaluation is to make sure that there is measurable data to evaluate.

Each service objective has performance indicators or standards which serve to evaluate the quality and effectiveness of the service being provided. Using the Law Enforcement objective - the performance indicators of the service objective for investigating major crimes states that Public Safety will maintain a clearance rate above the national average on four of the major FBI Index crime categories (murder, rape, robbery and burglary.

Each month during a fiscal year, police managers are provided informational reports which assist in highlighting the proficiency of providing a particular service. The data is presented in such a way that it is possible to determine how well the program is performing in meeting a service objective compared to what was actually planned at the beginning of the fiscal year.

At the end of each fiscal year, police managers go through an extensive analysis of the performance of each objective in order to evaluate the quality of the service delivery. This analysis takes into consideration the following:

1. Inputs: Were the resources, guidelines, rules and operating procedures that were used to accomplish the task or program sufficient and utilized properly.

2. Activities: What was done in the task or program with these inputs (resources), such as services provided, staffing patterns, use of materials.

3.   Results: (Output) What were the specific consequences of the activities or the specific objectives of the program or task such as amount of services provided, work completed, production accomplished or cases closed or cleared.

4.   Outcomes: What was accomplishment over a broader range of goals. These are the general consequences of the results (output) of the program such as a lower ratio of accidents per million miles travelled.

5.   Feedback: Examining the results and outcomes to determine if the program or task is achieving the desired impact.

Collectively, this information provides insights as to the overall productivity level of Police Services in providing quality service to the City's residents.

FUTURE MEASURES OF SUCCESS

Sunnyvale's Planning and Management System and Performance Auditing and Budgeting System provide a road into the future which will permit the Department to continue to evaluate and measure the success of providing Police services to the community. Annually community condition indicators are analyzed and updated. Long range goals and policies are reviewed in order to determine the Department's success towards achieving them. Utilizing the Planning and Management System the Department is able to constantly monitor the need for additional resources in the future in order to maintain a level of service, or to determine whether or not a service is of any benefit, or whether a new service is needed to accomplish the Department's goals.

Citizen surveys conducted by the Department provide insight into the community's satisfaction with police services, and into the citizen's concerns about the well-being of their neighborhoods. In 1994, citizen satisfaction surveys indicated that 96.4% of the citizens responding to the survey thought that Public Safety maintained a safe environment.   Major

concerns continue, as in previous surveys, to include speeding vehicles, vandalism and burglary.

TRAFFIC

The police have a dual role in the traffic safety and transportation system. First, they have operational responsibilities, such as monitoring traffic, enforcing appropriate traffic laws and local ordinances, and directing traffic flow. Second, the police play an important role in the process of planning, organizing, and redesigning the transportation system. Since police services are available in the City of Sunnyvale at all times, it is no wonder why they are usually the first to know about a breakdown in the transportation system. Equally important responsibilities are carried out by Traffic Engineering and Public Works as well as several County, State and Federal agencies in planning, designing, building and maintaining of streets, roads, and highways. This transportation network must be viewed as a system with interacting components. As such, there exists a strong interdependency between the Law Enforcement Sub-Element and the Transportation Element of the General Plan.

THE TRAFFIC SAFETY NETWORK

A principal goal of the Department of Public Safety is to increase vehicular, pedestrian and bicycle safety on the roadway. This goal is accomplished in three ways: engineering, education and enforcement. Public safety focuses largely on the enforcement of traffic regulations, but also works with other departments and agencies to assist with the engineering and educational aspects in order to accomplish this goal. A successful mix of these three elements not only deters people from violating the law, but also encourages them to comply voluntarily. After all, it should be remembered that the purpose of traffic regulations is to indicate to users of the transportation system what is expected of them, especially under adverse or unusual traffic conditions.

The entire traffic network must be viewed as a system of interacting components. A successful traffic program is dependent on cooperation between agencies from Federal level (such as The National Highway Safety Traffic Administration), State level (such as Cal Trans and The Office of Traffic Safety) to County and City Traffic Engineering departments.

Sunnyvale Police play a vital role in coordination and cooperation between agencies. City government is extremely dependent on constant analysis and communication between its departments

GOALS OF TRAFFIC SAFETY

The principal goal of police traffic services is to increase safety on the streets and highways. This is accomplished by reducing fatality, injury and property damage accidents through the rigorous enforcement of traffic regulations. Other means of reducing accidents includes educating the public and establishing and maintaining a well planned traffic engineering department.

SELECTIVE TRAFFIC ENFORCEMENT

The department recognizes that engineering and education alone cannot reduce the number and severity of accidents. For this reason, the Department of Public Safety utilizes the selective traffic enforcement principle. Selective traffic law enforcement is part of a well planned allocation of police personnel and equipment and is guided by a study of the kinds of violators and road conditions that have been identified as contributing to accidents. Selective enforcement is a valuable and tested mechanism for meeting the Department of Public Safety's traffic enforcement needs.

The Sunnyvale Department of Public Safety has a Selective Traffic Enforcement Unit. The officers in the unit are deployed city wide with instructions to concentrate their time on high

accident locations with a focus on those violations which have been identified as the primary cause of accidents. The analysis of where, when and why accidents occur is an ongoing process since locations and causes frequently change.

Additionally, the Selective Traffic Enforcement Unit answers 100% of the citizens' complaints that are received about traffic problems and requests for enforcement in the City's neighborhoods. The members of the Selective Traffic Enforcement Unit work under the philosophy that the foundation of the City of Sunnyvale is a deeply felt commitment to the everyday well-being of its citizens, in the home, workplace and everyday activity. Members of this work unit strive for quality service delivery in the area of traffic safety and enforcement.

EDUCATION

The Sunnyvale Department of Public Safety strongly urges all drivers to obey the traffic laws. With this in mind, the department educates the City's school age children. Not simply because they will eventually become the adult drivers of tomorrow: they are part of the traffic dilemma now. Statistical studies have shown that children who are pedestrians and children who are bicyclists are involved in numerous accidents every year in Sunnyvale. Likewise, studies have shown that traffic safety education of school aged children will reduce the number of accidents that occur.

The department allocates considerable resources to the education of all elementary, junior and senior high school students. The educational aspect is an important one. The department has a well established "Safe Way To School" and "Bicycle Safety Program." The "Safe Way To School" program is to educate Kindergarten through third graders in safety principles. The program emphasizes pedestrian, skateboard, bicycle safety and stranger identification. The "Bicycle Safety Program" is presented to all 4th, 5th, and 6th grade school children in the City. The emphasis is on bicycle safety

procedures at intersections, riding in traffic and the need for bicycle safety helmets.

The Department of Public Safety has a third established program directed at first time traffic offenders (non-vehicular). Juvenile, first time offenders, who have violated traffic safety laws are given the choice of attending a one hour Public Safety seminar with their parents or legal guardian as opposed to attending Juvenile Traffic Court.

The overall objective is to educate children in the community in the principles of Traffic Safety. Positive educational contact between the Department and the children in the community is potentially beneficial in the overall goal of reducing fatality, injury and property damage accidents.

ENGINEERING

The interdependencies between Police and Traffic Engineering are critical. Both rely on the other for information to address and correct problems or to improve certain features. Traffic Engineering is constantly analyzing data and the physical elements of the transportation systems.

Traffic Engineering makes the changes that are required: Speed limits, traffic control devices, road studies for flow capacity, pedestrian traffic needs, lighting, turning restriction, surveys and other traffic concerns.

The police are on the street 24 hours a day, year round, and provide valuable information about traffic problems, potential dangers and liabilities.   This requires that a good communication link exist between traffic engineering and the police.

TRAFFIC ACCIDENTS: WHEN/WHERE/WHY/TIMES

Traffic collision data is analyzed to discover why an accident occurred or what the cause was. In an effort to learn why an

ACCIDENT CAUSES:

Driving under the influence continues to be a major cause of death and injury on the street and highway. Driving under the influence is not, however, the major cause of accidents. Table 2 shows a listing of the most common primary collision factors for calendar year 1993.

TABLE 2

PRIMARY COLLISION FACTORS FOR ACCIDENTS OCCURRING IN THE CITY OF SUNNYVALE IN 1993

1. Unsafe Speed Violations   27.35%
2. Right-of-Way Violations   17.19%
3. Stop Sign/ Red Light Violations   16.08%
4. Driving Under the Influence   9.61%

*Stats Provided by SWITRS (The State Wide Integrated Traffic Reporting System)

MINIMIZING THE EFFECTS OF ACCIDENTS:

It has been recognized that restraint devices in vehicles significantly contribute to the decreased chance of injury and/or death in traffic accidents. A recent study by the National Highway Traffic Safety Administration indicates 47-52% of accident fatalities could have been avoided if drivers/passengers would have been properly restrained.

Numerous federal regulations in automobile manufacturing have increased the safety of the restraint and collision capabilities of new vehicles. California now has a mandatory seat belt law, mandatory child restraint devices, and restrictions on occupants in the open bed of a pickup trucks.

In January 1992, California adopted a mandatory motorcycle helmet law.   This law resulted in a 41% decrease in motorcyclist fatalities and a 35% decrease in motorcyclist

injuries when comparing 1991 and 1993 statistical figures in California.

Automobile manufacturers also offer additional safety devices: Optional air bags, anti-locking brake systems, and increased side impact reinforcement in passenger vans.

THE RESPONSE TO ACCIDENTS

As previously discussed, selective traffic enforcement has proven to be an effective response in traffic collision control. With improvements in the collision investigation and reporting process, selective traffic enforcement can become more effective. The key to effective selective enforcement is knowing where, when, and why accidents occur from the broadest possible base of collision incident data. Collaterally, better accident analysis provides Traffic Engineering with necessary information for evaluating traffic system design.

Close liaison between Traffic Engineering and Public Safety is essential to ensure the exchange of critical information and achieve the common goal of the safe movement of people through the community. This is demonstrated in several prevention programs undertaken jointly with Traffic Engineering. Crossing Guard services are provided for both public and parochial grammar schools during the school year to ensure the safe crossing of young school children. Deployment is based on intersections targeted by Traffic Engineering as potentially hazardous. These include both traffic signal controlled and uncontrolled intersections. Scheduling is determined in cooperation with each school's administration, who also share responsibility for monitoring safe travel to school.

Traffic Engineering further aids in providing information on all the pedestrian crosswalks in the vicinity of a particular school. This has value in prevention programs directed toward elementary school student safety. Young children traveling to and from school generate considerable pedestrian traffic. The key to safety for the pedestrian is the separation from vehicle traffic. This includes not only physical facilities such as

sidewalks and crosswalks, but also a safety conscious attitude. Safety programs serve to instill and reinforce safety skills for young pedestrians.

Sunnyvale residents make thousands of bicycle trips per day. These bicyclists are particularly vulnerable to serious injury in a traffic collision. Promotion of bicycle safety significantly reduces the risk of accident incidence. Public Safety's approach to bicycle safety has been through educational programs as a nonjudicial means of promoting bicycle safety. Participants are juvenile bicycle traffic law violators and their parents. Subsequent bicycle traffic violations by the juvenile requires appearance in Juvenile Traffic Court.

COST OF TRAFFIC ACCIDENTS

The loss of life and property from traffic accidents far exceeds that from all criminal categories combined. One of the most useful ways to measure the value of accident prevention work is through an estimate of accident costs. Without reference to cost, no accident prevention statement is complete. However, exact cost calculations from information now available are not possible. Based on information provided by the National Traffic Safety Council, the calculable costs of motor-vehicle accidents are wage loss, medical expense, insurance administration costs, and property damage.

In Fiscal Year 93/94, using the National Safety Council's figures for estimating the cost of accidents, the total cost of accidents occurring in the City of Sunnyvale was estimated to be in excess of $23,300,000.

SUNNYVALE ACCIDENTS
RESULTING IN INJURY

INJURY ACCIDENTS
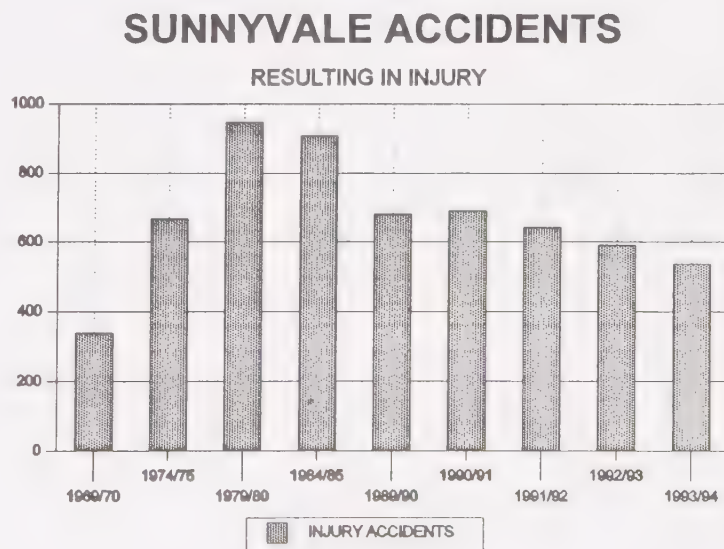
Figure 19

Comparatively, in Fiscal Year 93/94, using statistical data gathered by utilizing the Public Safety Records Management System, the total theft loss for general crimes was estimated to be in excess of $5,500,000 and the fire loss amount was $1,094,915. The traffic accident loss is three and a half times greater than both the police and fire loss combined. Yet the amount of resources diverted to this activity, similar to crime prevention, is but a small fraction of the cost of police and fire response.

CONCLUSION

Selective traffic enforcement has proven to be an effective response in traffic collision control. With improvements in the collision investigation and reporting process, selective traffic enforcement can become even more effective in the future.

Traffic supervision and traffic law enforcement alone do not provide safe and efficient highway transportation. Traffic safety requires, in addition, a realistic and balanced program of sound traffic laws, highway automotive and traffic engineering, and consistent and fair prosecution and traffic courts. Driver education before and during a driver's career is also important, as are the analysis and use of traffic accident data. Coordination of these efforts by all participating agencies creates public understanding of, and support for, the traffic safety program.

COMMUNITY ORIENTED SERVICES

More than half the calls made to police involve requests for help in personal and interpersonal matters unrelated to crime. Another 25% of all calls for assistance involve what may be termed routine assignments such as found property or lockouts and noncriminal investigations such as open windows and doors, or defective streets, sidewalks, and signs. Despite the overall decline in crime rate beginning in 1980, per capita calls for Police assistance have remained fairly constant. This has been due to the increases in noncriminal assignments.

As discussed previously in the section on influences, many of these tasks fell to the Police in an unplanned manner simply because of their 24-hour availability. Police Officers of the past had fewer matters to which to attend. This does not mean that these needs did not exist in the past but, that for a variety of reasons, the number of problems people no longer feel competent to attend to themselves has multiplied enormously. The coercive nature of the Police role too has been a factor. Under the conditions of anonymity which prevail in the urban setting there is a tendency away from informal remedies and self-help. There is a growing perception that order in the public and private life can be maintained only by formal means of control. While it once may have been sufficient if an Officer knew the simple difference between right and wrong, he/she must now, owing to the fact that he/she is inevitably involved in handling vast arrays of all sorts of human problems, be knowledgeable and judicious about a wider variety of issues. The public now wants Police to deal with all kinds of problems which endanger citizens - problems constituting an immediate threat or mere fears.

It is in this area of noncriminal community services that the distinction is made between Law Officer and Peace Officer. A Law Officer is involved in contacts with the public which tend to be of a punitive or inquisitory character. These contacts focus on the offender or those who can supply information about the offense. The Peace Officer interacts with all sorts of people and more of their contacts center on assisting citizens

rather than upon investigating criminal offenses. In some ways, the Police Services Division is two organizations in one serving two related but not identical functions. In the past the strategy which was appropriate for strengthening the ability to serve one role weakened the ability to fulfill the other. The Police Officer as a support agent in the community, as emphasized in new directions in the response to crime, is a means of combining both the Law Officer and the Peace Officer roles.

Noncriminal requests for assistance fall roughly into three areas: Aiding those unable to care for themselves, crisis intervention/conflict management, and diverse calls for assistance. It is within these community-oriented services that the support role of the Police Officer is clearly evident.

AIDING THOSE UNABLE TO CARE FOR THEMSELVES

This area consists of providing care and assistance to those who cannot care for themselves because of their age, their state of health, or the influences they came under. It includes the young and the old, the physically disabled, the developmentally disabled, and those who are under the influence of alcohol or drugs.

Police involvement originally came about for many of these categories of people because their behavior was defined as criminal (i.e. the drunk, the drug addict, or the person who attempts suicide). Use of criminal sanctions to discourage and eliminate these forms of behavior has been given considerable debate and re-thinking over the past decade. For example, recognition that alcoholism is a disease led to decriminalization and alternative social strategies in dealing with the problem. The trend is for further removal of criminal sanctions in other areas such as drug addiction.

Removal of criminal status does not, however, remove Police responsibilities. The Police are involved and will continue to be involved. Absent other provisions for assistance, the public will continue to look toward the Police to intervene when behavior becomes disruptive either for the public at large or

the individual personally. This may be for the alcoholic who might injure himself/herself if left unattended, the drug addict who displays bizarre behavior at a public gathering, or the individual who is threatening suicide. Eliminating the criminal sanctions only eliminates the traditional Police response of arrest, detention, and criminal prosecution. Studies have shown a variety of intervention strategies to be more effective than a simple arrest and lock up.

Public Safety and the citizens of Sunnyvale have also been confronted with the issue of the homeless. Although homelessness is not a criminal offense, there are often many calls for service associated with homelessness. The calls include trespass, panhandling, and sanitation and other code offenses. Public Safety is attempting to address the issue by working with a variety of available referral agencies and by building partnerships with local assistance groups in an effort to help the homeless person overcome the obstacles that may be hindering success.

While the form of governmental intervention is changing, it is still the Police who make the initial contact then referral.

CRISIS INTERVENTION/CONFLICT MANAGEMENT

Serious societal problems such as domestic violence, child neglect/abuse, or sexual abuse have deep and complex causes. Police intervention takes the form of "social first aid" and, normally, any resolution is temporary. Such intervention seeks to neutralize situations and reduce the potential for further physical or mental harm. A Police Officer cannot have at his/her fingertips direct solutions for every social ill, but that Officer must be trained to identify and understand a variety of ills and be capable of referring, recommending, or even involving himself/herself in an effort to seek the best available solution.

Problem solving is long term. As a result, the Department, through a variety of social service agencies, both public and private, seeks to identify problem areas and make appropriate referrals.

Over the past five years the Police Services Division has begun a more focused effort in dealing with issue such as these. Included is special training for officers and investigators as well as creating partnerships with social service agencies, the courts, and probation and parole agencies. This approach has proven to be a more effective means of dealing with the complex issues encountered by the Police Officer on a daily basis. Police Services will continue to look at alternatives which may have a greater potential for success.

It has been argued that the increasing involvement of the Police with people whose problems lie in the fields of medicine, social welfare, human relations, and psychology would be best left entirely to the experts. Each field has its own specialists with the proper training and preparation to deal effectively with specific problems. The Police role of involvement will continue because physicians and social workers are unable or unwilling to take their services where they are needed. The immediate need for response requires the Police to act because they are the most readily accessible community resource available for this direct emergency intervention.

Aside from the logistical problems which a social agency would have to overcome to have around-the-clock strategically deployed resources, there are practical problems in separating out the Police function. There is no easy way to determine, in advance of responding to a call for assistance, whether the principal need is for one trained as a social worker or for one having the authority and training of a Police Officer.

A third reason for the appropriateness of Police involvement in these crisis situations is the importance of early intervention for the success of problem solving. One of the major problems which confronts mental health and social services agencies is the frequency with which the first contract with an individual or family having "emotional trouble" occurs only after the problems have had time to become severely acute. This is due in part to a general reluctance of families experiencing emotional distress to seek assistance or even acknowledge

the existence of such stress. Another obstacle to seeking counseling services is the stigma attached to acknowledging that family problems are so serious that help is needed. In both cases the Police may facilitate lowering of these barriers to seeking help.

The Police can systematically and consistently function as earlier intervenors on a broad scale within the community. Through contact with families that "disturb the peace" in a manner that does not require enforcement and control, the Police role is one of connecting families in need of social services with the social agency services that are available.

Public Safety maintains liaison and works closely with several "problem specific" support groups. In all, there are over one hundred fifty different support groups in Santa Clara County.

VICTIMS OF DOMESTIC VIOLENCE

Domestic violence is abuse committed against a person who is a spouse, former spouse, cohabitant, former cohabitant, a person with whom the suspect has had a child or is having or has had a dating or engagement relationship. In Santa Clara County, Law Enforcement Agencies, in conjunction with the District Attorney's Office, respond to acts of domestic violence as a crime.

Domestic violence is not confined to the poor and disadvantaged. It crosses all religious, ethnic, cultural and economic boundaries. Spousal abuse is not a highly visible crime and usually occurs in the privacy of the victim's home. Because more than 70% of all domestic violence incidents involve parents, victimization extends throughout the whole family. It is estimated for every woman admitted to a shelter for battered women, two children also found refuge from a violent home. The Support Network for Battered Women , a nonprofit organization, focuses on assisting those who have been traumatized by family violence. The Support Network provides a residential shelter program where battered women and their children can live for up to six weeks once they have made the decision to leave their violent home situation. While

at the shelter, a full range of counseling services is available, with the emphasis on planning for the future. Areas such as the search for housing, job seeking, continuing education, and parenting skills are included. Personal counseling is received which deals particularly with learning nonviolent ways of relating within the family unit. Since children are profoundly affected by domestic violence, there are special counseling sessions during their stay at the shelter.

Battered women may obtain all the services of the agency whether or not they reside in the shelter. Temporary refuge in volunteer safe homes is available. A support group for battered women meets several times weekly. If requested, referrals are made to selected attorneys and/or licensed therapists. Clinical counseling is provided in cooperation with Family Services Association of Santa Clara Valley.

The Support Network maintains a 24-hour hotline making crisis intervention and peer counseling by trained volunteers available at any time.

An extensive community education program has been undertaken by the Support Network to expand the community's awareness of the seriousness of domestic violence. Additionally, the Support Network provides yearly in-service training for police officers.

JUVENILE DIVERSION - TRUANCY

Truancy is a high-level signal of family distress and a normal precursor to juvenile delinquency. Disruptive behavior such as truancy is normally a symptom of an underlying family problem. There is a positive correlation between truancy and juvenile crime, particularly theft, malicious mischief and residential burglary. Reduction in truancy normally reduces the incidence of these crimes. Public Safety, in cooperation with local school districts, Santa Clara County Juvenile Probation, and Santa Clara County Social Advocates for Youth (S.A.Y.) meet on a monthly basis to address specific chronic youth truancy cases. This partnership of organizations, the Student Attendance Review Board, attempts to impact the

student for a successful return to school. This may include immediate interventions such as counseling, or may seek a longer term solution including family and youth support groups.

Casa S.A.Y. is a crisis resolution house in Mountain View which provides services to any Santa Clara County adolescent and his/her family experiencing a crisis where temporary separation is indicated for eventual family reunification. Such crisis situations may include volatile family condition, running away from home, an adolescent beyond parental control and truancy. Services provided include: intensive family therapy, residential structured environment (30 day maximum stay), individual and group therapy for residents, past residential family therapy and support groups.

In those cases where residential services are not indicated, families may participate in family therapy on a nonresidential basis to enable them to cope with and manage their life situations better. Other services which S.A.Y. provide include educational groups on parenting skills and ongoing support groups for parents and adolescents. S.A.Y. counselors provide training during patrol briefing sessions for Public Safety Officers on a yearly basis.

JUVENILE DIVERSION - CRISIS INTERVENTION

The Family Services Association of Santa Clara Valley, a local non profit organization, provides a mobile crisis intervention service on a 24-hour basis for children, adolescents and their families. This intervention service is directed at both status offenders (runaways, uncontrollable juveniles, or volatile family situations) and abused children (sexual or physical). An on-call counselor will travel to a home, school, law enforcement agency or wherever the persons who are in crisis may be. The Family Services Association of Santa Clara Valley is used extensively by the department, particularly with runaways and juveniles beyond parental control.

Because the Family Services Association of Santa Clara Valley is part of a countywide network which provides crisis services to children and adolescents, they can assist and then

make direct referrals for temporary out-of-home placement when the situation necessitates it at the time it is needed.

The Family Services Association of Santa Clara Valley also provides non-crisis and ongoing counseling in the full spectrum of areas relevant to children and families as well as psychological testing and psychodiagnostics.

Consultation and prevention services are available to law enforcement, schools and social service agencies. The Family Services Association of Santa Clara Valley provides yearly training for Public Safety Officers in juvenile issues.

Eastfield, another local nonprofit organization, provides mobile counseling services to Santa Clara Valley youth, focusing particularly on suicide prevention and stabilization. Their services are available on a 24 hour basis to local law enforcement, schools, and social service agencies.

Public Safety, through the Community Services Bureau, has formed a partnership with local school districts, the Santa Clara County Juvenile Probation Department, and the Santa Clara County Municipal Court wherein juvenile offenders may be diverted by Public Safety prior to their entering the judicial system for either traffic or eligible criminal offenses. As part of their agreement, the offender must complete a class targeted at eliminating the behavior and exposing the youth to other, more appropriate, alternatives.

The city of Sunnyvale contracts annually with the Santa Clara Juvenile Probation Department to provide an "on site" Probation Officer to specifically handle local cases on a timely basis and to act in conjunction with Public Safety's Community Services Bureau to provide a variety of programs aimed at local youth.

VICTIMS OF VIOLENT CRIMES ASSISTANCE PROGRAM

Reflecting the State's interest to indemnify and assist in the rehabilitation of California residents who suffer a serious financial hardship as a direct result of a crime of violence, the

legislature established the Victims of Violent Crime Program. The Department, in liaison with the State Board of Control, notifies potential claimants of the procedures for filing a claim and assists in providing supporting documentation of the incident. Victims of a violent crime are those persons who sustain injury to themselves, or who suffer financial hardship as the result of physical injury or death of another person on which they are financially dependent. Awards are based on "need" and are set by the State Board of Control.

VICTIM WITNESS ASSISTANCE

On a local level, the national Conference of Christians and Jews provides a program to go beyond the financial aspects of victimization and deals with the emotional side of crime including the feelings of isolation, anger, fear, or confusion. Crime victims and witnesses needs are not always adequately met by law enforcement agencies and other members of the criminal justice system such as the courts, prosecutors and probation officers. The Victim Witness Assistance Program provides immediate assistance, day or night, in the form of counseling, companionship, transportation, food, shelter, clothing, or other emergency services needed.

After the immediate incident, the program provides follow-up care by identifying and contacting local agencies and resources that are needed. Companionship with a "friend in court" is available prior to and during hearings and trials.

The Victim Witness Assistance Program staff can assist in making applications to the State Board of Control for qualified victims of violent crime.

The program is staffed by volunteers and receives funding from criminal fines and assessments as it is the county's comprehensive victim witness program. Additional funding comes from private donations.

The Victim Witness Assistance Program provides yearly training for Public Safety Officers as well as publications and referral brochures.

DIVERSE CALLS FOR ASSISTANCE

These are the miscellaneous and seemingly mundane requests for assistance that defy classification, yet which are important needs for the citizen who is seeking the service. These needs include a whole range of concerns from merely asking for direction to being locked out of a vehicle or a home. In many cases, the request is made to the Police simply because the citizen does not know who else to ask. This is not without reason. The Police Officer deployed in uniform and in a distinctive vehicle is a highly visible representative of City government and the Officer's 24-hour availability is the citizen's 24-hour access to that City government. Because of this, the Police, to a large extent, influence public attitude toward the quality and sufficiency of City services. Essential to reinforcing a positive public attitude is extensive interaction with other City Departments and effective coordination of service delivery.

A second aspect of these diverse calls for service are the minor abatements such as quieting barking dogs or addressing other noise complaints, towing abandoned vehicles, enforcing parking regulations, or dealing with use permits for local properties.

Social psychologists and Police Officers agree that if a window in a building is broken and left unrepaired all the rest of the windows in the building will soon be broken. The one unrepaired window is a signal that no one cares. Where signals of not caring (the dismantled vehicle or litter) are allowed to continue, the frequency with which other cars are abandoned and things are stolen or broken increases. This has a progressive adverse impact on sense of community. At the extreme, "untended" behaviors such as these lead to breakdown of community controls.

Liability exposure reduction is a relatively new area of focus for Public Safety. Officers at all levels of the organization are tasked with the duty of actively seeking ways to eliminate potential hazards within the community. These efforts may range from ensuring that road hazards are well identified

through proper signage to identifying trees that need trimming to provide better visibility. Although this program is in place citywide, Public Safety is often times better able to provide input based on training and experience and simply due to the fact that officers are a primary point of contact with the community.

Public Safety has developed close ties with other city departments and frequently provides referrals or acts as a liaison in order to mitigate situations that may not clearly fall within the realm of a particular department. Typically, Public Safety works with the Parks and Recreation Department in providing alternatives to "at risk" youth, with Community Development in the area of Municipal Code enforcement, or with Public Works in the area of environmental hazard elimination.

PUBLIC CONFIDENCE IN THE POLICE

Public confidence and, as a result of that confidence, public support is essential to the successful accomplishment of the police purpose. The old truism that states, the Police are the public and the public are the Police still exists today. In today's economy with rising state and federal taxes, there still exists the belief that police agencies have unlimited budgets and as a result unlimited resources to solve even the most difficult crimes.

The simple truth is that the support of the public is necessary for the enforcement of major laws as well as minor regulations, and with this support arrests are made and convictions obtained that otherwise would not be possible. A public that observes laws and complies with regulations relieves the police of a large share of their burden. Difficult and expensive programs can be carried out with strong public and community confidence and support. Ultimately, progressive programs and increased efficiency result in a greater public appreciation of police efforts. It only follows that public commendation and praise build police morale, which leads to increased efforts and an improved service.

Without this public support, budgetary requirements for needed buildings, equipment, and personnel are difficult to obtain. Police salaries, leave, retirement benefits, and other conditions or service are also favorably influenced by a friendly and cooperative public.

Public confidence, support and cooperation are influenced by the relationship between the public and their police, that is, by the actions and conduct of each toward the other. The nature of any relationship is determined by the attitudes of the parties involved because the actions of each are determined by his or her own attitudes and influence the attitudes and conduct of the other. Each must have a correct attitude, therefore, if a desirable relationship is to be created and maintained. The

public's attitude toward the police is molded and built by them and, in turn, reflects the police attitude.

While the police themselves are the most important factor in creating public attitudes, there are other influences in constant play. The press, motion pictures, and television exert a powerful influence in molding public opinion, and they may, through misrepresentation, create a climate of feeling which is unfriendly and unfair.

The police must scrutinize their own viewpoint to be certain that it is a proper one. Their attitude will be influenced by their concept of the police function of their duty to the public. All members of the force must recognize that the people, through their representatives, hire and pay the police and that, as in any other employment, there must exist a proper employer-employee relationship.

The police must understand that the essence of a correct police attitude is a willingness to serve, but at the same time they should distinguish between service and servility and between courtesy and softness. They must be firm but must avoid even a hint of rudeness. They should develop a position that is friendly and unbiased-pleasant and personal in all nonrestrictive situations and firm and impersonal in situations calling for regulation and control. They should understand that the primary police purpose is to prevent violations, not to arrest people. And they should recognize the line of demarcation between police and court functions.

A public that cooperates with the police, supports them in their efforts, and observes laws and regulations may be said to have confidence in the community's police. This attitudinal development is impeded by a traditional fear of the police, by errors in judgment on the part of individual police officers, by unpopular police action in the enforcement of laws and ordinances that offend individuals, by the consequences of granting or refusing to grant special favors to important persons, by press attacks and political pressures, by an uninterested public, by an unsavory police reputation, and sometimes by the need to overcome such reputation.

Public Safety has worked diligently to retain the public confidence by addressing those areas most readily identifiable as "critical" to public support. One area that has in the recent past been highly publicized is that of receipt, investigation, and documentation of citizen complaints.

Since it is generally assumed that "police corruption" is always a quick way to undermine and destroy public confidence, it is no wonder why agencies around the world continue to update and revise policy and procedure in this area. Although "police corruption" is often used in reference to all kinds of wrongful police activities, including brutality, racial discrimination, perjury, and general arbitrariness, as well as payoffs, it could also be used in place of any police activity that is shown to misuse or abuse the authority granted by the state.

CITIZEN COMPLAINTS - THE PUBLIC SAFETY ASSURANCE OF QUALITY CONTROL

The Public Safety Department has diligently maintained strict policy and procedural guidelines in the area of Citizen Complaints in an effort to accept, investigate, and provide feedback to the public regarding the complaints that are received. Since a proper relationship based upon confidence and trust between the Public Safety Department and the citizens of Sunnyvale is essential to the effective achievement of goals and objectives of the Department, it is no wonder why the written policy and procedure of the Department clearly points out that Public Safety will be responsive and thorough in its investigation of any and all allegations of police abuse or misconduct.

The California Penal Code, section 832.5, makes it a requirement for each department or agency in the State of California which employs peace officers to establish policy and procedure to investigate citizen complaints. Additionally, it is the responsibility of these agencies to make a written description of the procedure available to the public. Lastly, the complaints and any report or findings relating to the complaint must be retained by the agency for a minimum period of five years.

It is the policy of the Department of Public Safety that any employee may receive a complaint from a citizen about Department personnel, policies, or procedures. The complaint will be investigated thoroughly and the complainant given the findings and an explanation of the rationale upon which the findings were based. Compliance with the statutes protecting the citizen's rights and the employee's rights are observed without mitigating the objectivity of the investigation.

After an initial interview with the citizen, an employee will notify an on-duty police supervisor of the complaint. The police supervisor will contact the citizen to determine the substance of the complaint and will document the facts on a Citizen Inquiry Report. The report will then be forwarded to the Police Services Commander for review and assignment for investigation.

Upon completion, the Director of Public Safety reviews the investigation and any related evidence. If the Director determines that an employee violated department policies or procedures, appropriate corrective action is taken. If the complaint is against policy or procedure of the Department, the policy or procedure is reviewed for appropriateness and the need for revision. After a finding has been determined, the Director then reviews the complaint with the City Manager to ensure that the investigation was thorough and objective.

The citizen filing the inquiry will receive written notification of the Director of Public Safety's findings. There are four possible findings:

1. Sustained - The allegation made in the complaint was proven through the investigation to be true.

2. Not Sustained - The investigation failed to prove or disprove the allegation.

3. Unfounded - The investigation shows that the alleged act did not occur.

4. Exonerated - The investigation shows that the alleged act did occur, but was justified, lawful and proper under the circumstances.

Citizen complaints provide the Director of Public Safety with valuable information for evaluating employee performance, identifying areas of police misconduct, monitoring police relations with the public, and identifying the need for new or revised policies or improved training. For these reasons, citizens are encouraged to report matters of misconduct to the Department of Public Safety.

CITIZENS COMMENDING EXCEPTIONAL PERFORMANCE

The Department of Public Safety frequently receives letters and phone calls from citizens who wish to commend an officer(s) for exceptional work performance. Since officers deserve to be told when their work ethic is recognized by others as commendable, the Department encourages and appreciates this feedback.

The best way for a citizen to commend the actions of a Public Safety employee is to write a brief letter describing the incident and the actions the citizen thinks were exceptional or deserving of recognition. Information such as the date, time, location and any associated case number(s) will help identify the officer if the citizen doesn't know the officer's name. If a citizen chooses not to write, he/she will be asked to speak with the officer's supervisor and make a verbal commendation.

Commendations received by the Director of Public Safety are forwarded to the employee with a copy placed in his or her personnel file. The commendation will also be posted on the Department's bulletin board to be read by all employees. Although our employees don't expect to be thanked for everything they do, recognition of exceptional service is always nice. This kind of feedback helps us to know if we are doing a good job.

The Sunnyvale Department of Public Safety is committed to providing the best service possible. Citizen input and feedback is essential if we are to succeed in this goal.

PLANNING AND INTERACTION

The scope and objectives of the government's police power are determined in the first instance by the State, then local legislative bodies within the limits fixed by the Constitution and Court decisions. There is considerable latitude remaining with local government to develop an overall direction for police services. Decisions regarding police resources, police personnel, police organizations, and relations with other agencies both public and private should be made in a way which will best achieve the objectives and priorities of the particular community which the police serve. In formulating overall direction, decisions should be guided by certain principles inherent in the democratic process:

1.   The highest duties of government (and therefore the police) are to safeguard freedom, preserve life and property, protect constitutional rights, and preserve democratic government.

2.   Implicit with these duties is the responsibility for maintaining that degree of public order which is consistent with freedom.

3.   To accomplish this, maximum opportunity must be provided for achieving social change by freely available, lawful, and orderly means.

It must be recognized that any attempt to respond to these conditions which are social disorder generating solely through the police will continue to place severe limitations on what can be achieved. Unless there are coordinated efforts in other agencies with which the police must interrelate, there will be little impact on the manifestations of social disorder. Police effectiveness in coping with crime and disorder is integrally tied to the effectiveness of other segments of the criminal justice system. Even more broadly, police effectiveness is coping with the myriad of problems of urban life is dependent upon the availability and coordinated interaction of programs and resources outside the criminal justice system.

A second area of planned interaction is that of emergency preparedness. Again, the preservation of life and property is an inherent responsibility of government. The ongoing development of emergency preparedness planning ensures the most effective use of all resources (public and private) for the maximum benefit and protection of the civilian population in the time of emergency. Police services are an integral part of any emergency planning as it constitutes a major resource of local government.

During normal operations, police services resources are allocated to meet the day-to-day requirements of service requests. During emergencies, those resources are concentrated on meeting the emergency's demands. At some point, all resources of individual jurisdictions are depleted as no agency can afford the personnel or equipment necessary to respond to each and every emergency situation. Cooperation and planning between agencies is necessary so emergencies can be properly dealt with.

Sunnyvale, in concert with other cities and counties, has entered into agreements to provide mutual aid under the California Master Mutual Aid Agreement. The transfer of available resources to the affected jurisdiction(s) is mandatory as long as the responding jurisdiction's resources are not unreasonably depleted.

The responsibility for emergency planning and response exists at all levels of government. The degree and extent of involvement by outside agencies is dependent upon the level of resources needed. Assessment of an individual jurisdiction's emergency capabilities takes into account the level which mutual aid will be required and, likewise, the resources available to respond to another agency's requirements.

The Emergency Preparedness Coordinator, through the City's Emergency Preparedness Program, has a major responsibility for coordinating with neighboring jurisdictions as well as County, State, and Federal emergency organizations. Additionally, the Coordinator has a responsibility for updating Sunnyvale's Emergency Plan, training of City employees, and

coordination of community-wide preparedness efforts as required by the Seismic Safety Sub-Element of the City's General Plan.

THE FUTURE POLICE ROLE

Responding to the nation's growing concern about violent crime and crime in general is the biggest challenge facing law enforcement in the next decade. Law enforcement agencies will have to maintain - actually improve - such traditional functions as responding to calls for service, investigating crime, and arresting offenders. But that won't be enough. Police agencies must do more to identify and contain some of the underlying conditions and circumstances that lead to crime. While finding new ways to speed up response to emergency calls for service, the police must also adopt new strategies for reducing the number of calls for service by reducing the number of criminal incidents.

The success of Public Safety Police Services in the future will depend to a great extent on how responsive and accountable we are to the needs, the concerns, and the ideas of the community we serve. To be successful, Police Services will have to respond not only to individual crimes and individual criminals, but also to the larger problems that contribute to crime and unrest in the community.

In Sunnyvale, over the next decade this new spirit of community responsiveness and accountability needs to be developed in every aspect of police work:

- In community based approaches to law enforcement where the officer is in the community not only to fight crime but also its underlying causes.

- In new applications of technology - expanding use of mobile data terminals, portable computers, automated fingerprint identification systems and other devices that improve police response in the field, as well as crime analysis systems, artificial intelligence programs, and other systems that help law enforcement and the public recognize and respond to larger crime patterns.

- In new approaches to training and education designed to attract and retain quality people into the law enforcement profession.

- In an increasing focus on young people, on the complex problems they face, and on law enforcement's response to those problems.

- In new working relationships with the news media that stress such common goals as improving public safety and educating citizens about crime and criminal justice.

- In new partnerships with community groups and citizens - efforts that go beyond traditional crime prevention programs and move into new areas of activism and volunteerism.

It is in these new approaches and programs that Public Safety Police Services in the late 1990's, and into the next century, will address those quality of life issues that touch all of us.

COMMUNITY/PROBLEM ORIENTED POLICING

For years experts have said that effective crime control hinges on a strong partnership between law enforcement and the citizens of the community they serve. In many police departments, however, the task of building and sustaining such a partnership has been relegated to a crime prevention unit or a community services bureau, not integrated into the overall Departmental strategy. While these units perform important functions, they are generally staffed by few personnel and have little input into departmental goals, priorities and policies. Public Safety Police Services needs to integrate community/problem oriented policing into future strategies in order to successfully deal with crime and the problems that lead to crime.

Community/problem oriented policing, which has been talked about for a number of years, is more than a buzzword for a collection of vague ideas. It is an increasingly established and well-researched strategy of policing that takes the officers out

of their police cars and puts them directly into the community - to listen to citizen concerns, to analyze crime patterns and the reasons behind them, and to formulate solutions that eliminate (or at least contain) the problem.

Community/problem oriented policing entails an entirely different mind-set, one that encourages officers to look beyond each incident and to work with the community in determining what set of circumstances led to a crime in the first place. It is from this type of analysis that law enforcement can develop more thorough and more creative responses to the community problems that often lead to crime problems.

Under community/problem oriented policing, the quality outcomes of police work are emphasized and rewarded, not just the quantity. For individual officers, this type of policing can provide new challenges, higher expectations, and increased job satisfaction. Officers become more than report takers; they become creative problem solvers in their communities. They also assume a bigger role in shaping departmental priorities by acting as a direct and consistent link between citizens and police administrators.

TECHNOLOGY

In the late 1990's, the pace of technological change continues to accelerate with new advances in identification technology, digital imaging, communications and computers and computer software. Information that, in the past, was not readily available to the police for investigative and crime analysis activities is now becoming available. The ability to obtain vast amounts of information instantly via computer from external databases located in other jurisdictions in the county, the state and in the Federal Government is fast becoming a reality. Public Safety is already utilizing and developing this new technology.

Automated Fingerprint Identification Systems: In 1992, the Department of Public Safety installed an automated fingerprint identification system on a workstation computer. With this system, fingerprint cards are scanned and converted into a

computer file for storage. The system has the capability of comparing fingerprints in a matter of seconds from a database of thousands of prints and making an identification of potential suspects in a crime. In the future, this system has the capability of being linked to county, state and federal automated fingerprint identification systems thus increasing the number of prints available for comparison.

Digital Imaging: In 1994 the Department installed a digital imaging system. This system permits an officer to take a booking photo of a suspect using a camera that is connected to a computer. The photograph is converted to a computer file and is stored on the computer along with the suspects identifying information. These photographs can be retrieved and printed when needed. The photograph database can also be searched using suspect identifiers. For example, an officers can search for all males with beards, mustaches and blue eyes, and the computer will retrieve all persons in the database meeting that criteria. The system can also make photo lineups which can be printed and then shown to witnesses for possible identification of suspects. The computer is also connected to the Santa Clara County Department of Correction's photo database increasing the number of photos available to several hundred thousand. This system also has the capability of being used at crime scenes where digital photographs can be taken, stored on a computer and then viewed at a later time.

Live Scan : Whenever a person is arrested and booked at the Department, his/her fingerprints are taken. In previous years, officers were required to use ink to roll each of the individuals prints onto a card. For each person, four to five fingerprint cards were required which made this task a very time consuming procedure. In 1992, the Department installed a "live scan" system. This system consists of a scanner connected to a computer and a printer. The arrested persons prints are rolled onto the scanner and converted into a computer file. The file can then be transferred to a laser printer where the fingerprints are printed on a print card. The officer has the ability to print as many cards as needed.

County-Wide Networked Fingerprint Identification Remote Matched System (Confirm) : This system permits immediate and positive identification of persons who are brought into the Sunnyvale prisoner holding facility who have a previous arrest record. The identification is done by scanning an arrestee's right and left index fingers on a single finger scanner mounted on the booking counter. The case number is entered into the computer work station along with last name, first name and date of birth. This information is then transmitted to San Jose PD Identification Unit via telephone line where it is received by the central identification computer which searches the transmitted fingerprints against all the prints in the database. If a match is made, both the image of one of the scanned fingers and the matching finger from the database are displayed on a computer at San Jose PD and a positive identification is made by the fingerprint examiner at San Jose PD. The examiner then transmits the identification information back to Sunnyvale. This information can then be reviewed by the arresting Officer. This identification is a positive identification by the comparison of fingerprints. This positive identification of arrested persons eliminates the possibility of an arrestee using another persons name, creating duplicate identification numbers and preventing the release of potentially dangerous individuals using false identification.
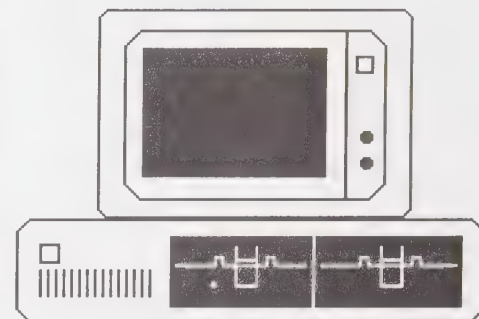
Laptop Computers: The Patrol Operations Bureau has twelve laptop computers for use by officers in the field. Officers are able to bring up preformatted screens for typing police reports. The officer can then print out the report at headquarters for review and submission. The future use of laptop computers will permit officers to download police reports from the laptop computer to the Department's mainframe computer thus saving on additional personnel time for entry..

THE FUTURE: BEYOND THE TRADITIONAL APPROACH

The primary mission of the police is to control crime. This mission will not change in the future, but the approach as to how to effectively accomplish this mission is currently in a state of change and will continue to change into the next century. Community/problem oriented policing is where police

work should be going. Community/problem oriented policing is a realistic response to the limitations of traditional incident-driven policing. It relies on a growing knowledge of the nature of crime and disorder and it has been successful in a wide variety of police agencies for a wide variety of crime and disorder problems.

In the future, the problem-oriented approach can be expanded to other city Departments. Teams, consisting of members from police, fire, Community Development, Public Works and other City Departments can work together on a formal basis to deliver City services. This team approach should provide long-term benefits for the relationship between city government and the citizens of Sunnyvale. More problem solvers would be available, with different backgrounds, viewpoints, and opportunities for contact with the citizens. This would increase the chances for early identification and more complete analysis of problems. If these problem solving teams could be linked to other community organizations, the opportunities for cooperative efforts would increase dramatically.

The community/problem oriented approach to policing provides a tested, practical approach to develop an effective strategy for reducing crime and other troubling conditions that may arise in the future and will make the relationship between the police and the citizens much more cohesive in achieving a common goal: making Sunnyvale a safe place to live.

Community Condition Indicators

COMMUNITY CONDITION INDICATORS

CRIME RATE

1. Total FBI Crime Index
2. FBI Crime Index Rate per 100,000 Population
3. California Crime Index
4. California Crime Index Rate per 100,000 Population
5. California Crime Index Clearance Rate
6. Recidivism Rate of Diverted Juveniles

CALLS FOR SERVICE

7. Total Calls for Police Service per 1,000 Population

EMERGENCY SERVICES

8. Emergency Calls for Police Service per 1,000 Population
9. Emergency Response Time

TRAFFIC

10. Traffic Emergency Calls per 1,000 Population
11. Hazardous Traffic Incidents Requiring Citation Issuance
12. Traffic Accidents Resulting in Injury
13. Accident Rate per Million Miles Travelled

CITIZEN SATISFACTION

14. Percentage of Citizens Expressing Overall Satisfaction with Police Services.

CITY OF SUNNYVALE
DEPARTMENT OF PUBLIC SAFETY
POLICE SERVICES

COMMUNITY CONDITION INDICATORS - ANNUAL														
INDICATOR	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
Total FBI Crime Index	6775	6337	5570	4487	4005	4004	4143	4074	4174	3933	3982	4706	4874	5039
FBI Crime Index Rate per 100,000 Population	6320	5958	5129	4117	3579	3556	3625	3541	3630	3362	3397	3933	3982	4127
California Crime Index	1902	1749	1466	1215	1234	1294	1225	1252	1236	1177	1168	1275	1346	1423
California Crime Rate per 100,000 Population	1774	1749	1466	1215	1105	1151	1076	1089	1057	1006	996	1066	1120	1165
California Crime Index Clearance Rate	22%	19.1%	20%	20%	22%	22.6%	22.5%	22.5%	25%	26%	23%	26%	29%	35%

CITY OF SUNNYVALE
DEPARTMENT OF PUBLIC SAFETY
POLICE SERVICES

COMMUNITY CONDITION INDICATORS - FISCAL YEAR														
INDICATOR	1980/81	1981/82	1982/83	1983/84	1984/85	1985/86	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92	1992/93	1993/94
Total Calls for Police Service per 1,000 Population	548	514	548.6	537.1	526	446	493	516	534.57	507.78	512.94	525.35	536.34	498.48*
Total Emergency Calls per 1,000 Population	59.2	58.06	47.16	80.1	78	72.7	73.8	68.2	93.2	89.6	86.47	88.08	101.7	91.67*
Emergency Police Response Time	6.0	5.5	5.4	5.6	5.6	5.6	5.56	5.3	5.5	5.6	5.7	5.3	4.28	3.27*
Diverted Juvenile Recidivism Rate	5.4%	8%	4%	0	2%	.47%	0	.3%	.4%	.6%	3%	4.8%	5.1%	1.5%
Traffic Emergency Calls per 1,000 Population	5	4.5	4.1	4	4.8	6	4.5	5.8	6.2	5.8	5.89	5.38	4.93	4.40
Hazardous Traffic Incident Requiring Citation	21609	28368	21178	25260	22350	23020	21539	22427	28569	37185	32053	35488	29080	25925
Traffic Accident Resulting in Injury	864	792	745	875	908	717	756	738	692	679	690	643	592	537
Accident Rate per Million Miles Travelled	4.5	3.84	3.52	3.46	3.94	3.10	3.39	3.5	3.69	3.46	3.28	2.97	2.91	2.94
Percentage of Citizens Expressing Overall Satisfaction with Police Services														96.64%

* 1993/94 figures reflect greater accuracy than in previous years because of an enhanced computerized aided dispatch system and records management system

GOALS AND POLICIES
OF THE
LAW ENFORCEMENT
SUBELEMENT

GOALS AND POLICIES OF THE LAW ENFORCEMENT SUB-ELEMENT

INTRODUCTION

This component of the Law Enforcement Sub-Element contains an integrated set of goals, policies, and action statements. The goals and policies reflect the general direction in which the City chooses to advance in Police Services to the community. They will provide guidance for decision making when the City is confronted with specific issues arising from changing community conditions. The action statements give specific direction for achieving those goals of Police Services in the Sunnyvale community.

This sub-element is one of several sub-elements within the City's General Plan. The very nature of the Law enforcement role in the community dictates the necessity for strong interrelationships between the various sub-elements if policing is to be effective.

The goals, policies and action statements within the Law Enforcement Sub-Element are based on certain assumptions. They are:

1.   The citizens of Sunnyvale desire a community reasonably safe from crime and social disorder.

2.   The citizens desire community/problem solving oriented policing as the preferable approach to providing law enforcement services. Only through strong citizen involvement in the police/community partnership can this be realized.

3.   Police services should be equally accessible to all citizens of Sunnyvale.

4.   The City can impact the underlying socio-economic conditions conducive to crime and disorder, but only through a total community approach directed at preserving and enhancing a sense of community.

5.   Reliance on the police as the sole response to the manifestations of social disorder will place severe limitations on what can be achieved in controlling and limiting crime and interpersonal conflict.

6.   The uniformed officer will continue to be a highly visible representative of City government and the officer's 24 hour availability will continue to be the citizen's 24 hour access to City government.

7.   The police will continue to be the primary agency capable of immediate crisis intervention in personal and interpersonal conflicts because of their strategically deployed resources and around-the-clock availability.

8.   The public will seek increased accountability of the police in all aspects of law enforcement activities.

GOAL 4.1A: PROVIDE A SAFE AND SECURE ENVIRONMENT FOR PEOPLE AND PROPERTY IN THE COMMUNITY

Policy 4.1A.1:   Provide rapid and timely response to all emergencies.

Action Statements

4.1A.1a   Study resource deployment variables which impact response time.

4.1A.1b   Provide training to certify personnel in First Aid and Cardiopulmonary Resuscitation.

4.1A.1c   Assist in the implementation and evaluation of the Emergency Preparedness Plan.

4.1A.1d   Maintain, train, and equip special response teams for extraordinary or extremely hazardous emergency incidents.

Policy 4.1A.2:   Control conduct recognized as threatening to life and property.

Action Statements

4.1A.2a   Provide on-scene services to restore the peace and prevent further injury to life or property.

4.1A.2b   Investigate all reported criminal actions.

4.1A.2c   Study and implement methods whereby response to service calls can be managed more effectively in order to permit better utilization of non-committed patrol time.

4.1A.2d   Effectively structure and use preventive patrol time in order to accomplish specific patrol objectives.

4.1A.2e   Limit the amount of time administrative tasks detract from patrol operations, thereby increasing the amount of time available for other activities such as preventive or directed patrol.

4.1A.2f   Enhance crime analysis techniques and capabilities in order to provide timely information which identifies evolving or existing social problems and crime patterns so as to provide supporting data for improved allocation of resources.

4.1A.2g   Study methods to further enhance community/problem oriented policing.

4.1A.2h   Identify evolving and existing gang activity and gang involved crime problems that impact the quality of life in the community.

4.1A.2i   Develop information and strategies in order to proactively impact current and evolving gang activity.

Policy 4.1.A.3:   Provide investigative services directed toward successful prosecution and conviction of criminal offenders.

Action Statement

4.1A.3a   Provide for quality preliminary investigations that will enhance the success of follow-up investigation and subsequent court presentation.

4.1A.3b   Provide for selective screening of cases to be investigated past the preliminary investigation stage.

4.1A.3c   Investigate all major FBI Part I crimes (murder, rape, robbery, and burglary).

4.1A.3d   Provide continuous monitoring of the effectiveness and efficiency of the investigative process.

4.1A.3e   Strengthen the investigator/victim/witness relationship.

4.1A.3f   Maintain a cooperative liaison with the prosecuting attorney.

Policy 4.1A.4:   Reduce crime and fear by strengthening the police/community partnership.

Action Statements

4.1A.4a   Continue and enhance neighborhood based crime prevention activities.

4.1A.4b   Continue and enhance programs designed to reinforce positive juvenile behavior and prevent juvenile delinquency.

4.1A.4c   Continue and enhance loss prevention programs in the commercial and industrial sectors.

4.1A.4d   Continue and enhance programs designed to prevent and reduce drug and alcohol abuse.

4.1A.4e   Identify geographical areas or population groups experiencing noticeable crime victimization in order to improve effectiveness of crime prevention efforts.

4.1A.4f   Develop citizen involvement in all phases of prevention programs.

4.1A.4g   Provide early intervention through education of youth, families, school staff, and other community members on gang recognition and prevention.

Policy 4.1A.5:   Facilitate the safe movement of pedestrians. bicyclists and vehicles.

Action Statements:

4.1A.5a	Provide traffic enforcement to deter traffic violations.
4.1A.5b	Provide traffic enforcement in congested areas during commute hours to enhance the safe flow of traffic.
4.1A.5c	Provide vehicle and pedestrian accident analysis to determine common locations and causes so as to properly plan selective enforcement.
4.1A.5d	Provide bicyclist accident analysis to determine common locations and causes so as to properly plan selective enforcement.
4.1A.5e	Participate in citywide bicycle plan.
4.1A.5f	Maintain liaison with the Traffic Engineering Department in studying and solving traffic problems.
4.1A.5g	Participate in activities that enhance the successful detection, apprehension, rehabilitation and prevention of persons driving under the influence of alcohol/drugs.
4.1A.5h	Participate in prevention and enforcement activities directed at minimizing personal injury in traffic collisions.
4.1A.5i	Maintain liaison with schools and Traffic Engineering Department to determine locations where crossing guards are required during the school year. Hire, train and deploy crossing guards.

GOAL 4.1B: PROVIDE COMMUNITY ORIENTED SERVICES THAT ARE RESPONSIVE TO CITIZEN'S NEEDS IN TRADITIONALLY NON-CRIMINAL AREAS.

Policy 4.1B.1:   Aid those who cannot care for themselves (intoxicated, addicted, mentally ill, physically disabled, the young, the old).

Action Statements

4.1B.1a   Identify and maintain list of current community referral agencies.

4.1B.1b   Provide emergency transportation or commitment to medical, mental health, or other appropriate facilities.

4.1B.1c   Maintain liaison with social services agencies providing support to indigent persons.

Policy 4.1B,2:   Provide crisis intervention, conflict management and resolution.

Action Statements

4.1B.2a   Identify and maintain list of current referral agencies.

4.1B.2b   Provide diversion programs and referrals for juvenile offenders.

4.1B.2c   Monitor repeat juvenile offenders and identify them to the proper authorities such as juvenile probation and the juvenile court system.

4.1B.2d   Develop programs aimed at violence prevention.

4.1B.2e   Develop programs that are aimed at reducing domestic violence.

4.1B.2f   Maintain liaison with appropriate support groups for victims of domestic violence and other traumatic crimes.

4.1B.2g   Provide training for officers on the resolution of personal and interpersonal conflicts.

4.1B.2h   Facilitate civil conflict resolutions by intervention/referral.

GOAL 4.1C: INCREASE AND MAINTAIN PUBLIC CONFIDENCE IN THE ABILITY OF THE PUBLIC SAFETY DEPARTMENT TO PROVIDE QUALITY POLICE SERVICES.

Policy 4.1C.2:   Provide inspection and control of personnel and Department operations which is responsive to citizens concerns.

Action Statements:

4.1C.1a   Maintain Department policies and procedures for control and internal discipline.

4.1C.1b   Maintain Internal Affairs policies and procedures.

4.1C.1c   Facilitate the process of handling citizen complaints.

4.1C.1d   Promote public awareness of the Citizen's Inquiry process.

<u>Policy 4.1c.1</u>   Provide for assessment of changing community needs and expectations.

<u>Action Statements</u>

4.1C.2a   Identify means of measuring citizen satisfaction with police services.

4.1C.2b   Provide timely analysis of crime data so as to adequately plan enforcement strategies.

4.1C.2c   Provide for data systems enhancements to improve data used for resource allocation strategies and changing community conditions..

GOAL 4.1D: **CONDUCT PLANNING AND ADMINISTRATION THAT INCORPORATES INTERACTION WITH OTHER CITY DEPARTMENTS AS WELL AS OTHER AGENCIES, BOTH PUBLIC AND PRIVATE, WHERE MUTUAL CONCERNS EXIST WHICH COULD HAVE IMPACT ON THE DELIVERY OF LAW ENFORCEMENT SERVICES.**

<u>Policy 4.1D.1</u>:   Coordinate law enforcement planning with local, regional, State and Federal plans.

Action Statements

4.1D.1a   Identify and maintain liaison with appropriate governmental and private agencies and organizations.

4.1D.1b   Maintain close liaison with Community Development Department, City Attorney, Public Works, other City Departments and community organizations in order to develop a problem solving team approach to resolving issues that contribute to crime and disorder in the City.

4.1D.1c   Encourage the development of neighborhood organizations and maintain close liaison with these organizations in order to determine the citizen's concerns about the well-being of their neighborhoods.

4.1D.1d   Establish and maintain agreements (plans) for Mutual Aid and Participate in statewide Law Enforcement Mutual Aid Plan.

4.1D.1e   Establish and train in local and statewide Mutual Aid procedures.

4.1D.1f   Participate in Major Disaster Preparedness planning at all levels of government.

Policy 4.1D.2:   Provide effective and efficient management of Public Safety resources.

Action Statements

4.1D.2a   Monitor actions of appropriate governmental legislative and regulatory bodies which impact Department planning and operations.

4.1D.2b   Develop proposals and apply for appropriate governmental grants.

4.1D.2c   Provide professional input to assist Council when considering community position on legislative issues.

4.1.D2d   Monitor the development of technology and apply appropriate technology in order to enhance Police Services.

GOAL 4.1E: SUSTAIN A HIGHLY TRAINED POLICE SERVICES DIVISION IN ORDER TO ASSURE THAT POLICE SERVICES ARE PROVIDED IN A QUALITY AND EFFICIENT MANNER.

Policy 4.1E.1:   Train and develop employees to meet state and local standards.

Action Statements

4.1E.1a   Provide skills training to employees to enhance performance.

4.1E.1b   Provide in-service training to maintain proficiency and provide technical development to personnel.

UPDATING THE LAW ENFORCEMENT SUB-ELEMENT

Periodic updating can provide current data and measure success achieved toward meeting law enforcement goals. Annual updates should be made for data which lends itself to yearly review. Five year updates should include data from the Federal Census and a major reevaluation of the Law Enforcement Sub-Element.

ANNUAL:

- Review crime rate by type and number of crimes.

- Review victimization by population and geographic location.

- Review incident rate and identify target enforcement locations.

- Review results of citizen satisfaction surveys.

FIVE YEAR:

- Include updated data from the Federal Census.

- Reevaluate all goals, policies and action statements for success and appropriateness.

- Identify trends effecting the delivery of Police services.

- Anticipate future conditions.

APPENDIX

Appendix A: 1985 Action Statement Summary

The following matrix describes the action taken in response to each of the action statements in the 1985 Law Enforcement Sub-Element.

Action Statement	Staff Responsibilities	Analysis and Policy	Infrastructure and Funding	Other
Goal 4.1A: Provide a safe and secure environment for people and property in the community.				
Provide rapid and timely response to all emergencies.				
4.1A.1a: Study resource deployment variables which impact response time.		Response to in-progress Call Policy; Emergency Response Policy		
4.1A.1b: Provide training to certify personnel in First Aid and Cardiopulmonary Resuscitation.	Maintained in-house certified First Aid and CPR instructors to provide training to all sworn personnel.			100% of all sworn personnel have been instructed in and maintained State required certification in First Aid and CPR.
4.1A.1c: Assist in the implementation and evaluation of the Emergency Preparedness Plan.	Participated in development of citywide Emergency Preparedness plan.	Implemented EOC, developed policy and procedure for activation of EOC.		Provided hands-on training for city personnel on Emergency Preparedness procedures
4.1A.1d: Maintain, train, equip special response teams for extraordinary or extremely hazardous emergency incidents.		Developed SWAT Team policy; developed Tactical Team policy; Hostage Situations Policy; Demonstrations/Civil Disorders Policy.	SWAT Team equipped with state-of-art weapons and equipment.	
Control conduct recognized as threatening to life and property				
4.1A.2a: Provide on-scene services to restore the peace and prevent further injury to life or property.		Canine Unit Policy: SWAT Policy: Tactical Team Policy;	Established two Canine Units	Provided on-scene services to 100% of calls for service.
4.1A.2b: Investigate all reported criminal actions.		Sexual Assault Policy; Domestic Violence Policy; Stolen Vehicle Policy; Fraudulent Document Policy; Evidence Unit policy	Established Crime Scene Investigations Unit	Provided for investigations of all reported crimes. Maintained a clearance rate at least 10% above the national average for major crimes.
4.1A.2c: Study and implement methods whereby response to service calls can be managed more effectively in order to permit better utilization of non-committed patrol time.		Policy prioritizing calls for service; Desk Officer procedure manual; Nuisance Vehicle Inspectors to handle abandoned vehicles.		Implemented Nuisance Vehicle Inspection program; Provide Desk Officers 24 hours a day

Action Statement	Staff Responsibilities	Analysis and Policy	Infrastructure and Funding	Other
4.1a.2d: Effectively structure and use preventive patrol time in order to accomplish specific patrol objectives.				Implemented Cruiser Task Force; targeted north side commercial burglaries
4.1A.2e: Limit the amount of time administrative tasks detract from patrol operations, thereby increasing the amount of time available for other activities such as preventive patrol.			Implemented Patrol Staff Lieutenant; Implemented Desk Officers 24 Hours a day; Implemented 2 Nuisance Vehicle Inspectors; Implemented 2 Animal Control Officers; Implemented Forensic Specialist for fingerprint Identification and evidence collection; added an Administrative Aide for supervising crossing guards and NVI's.	Live Scan Fingerprinting; Digital mug shot system; laptop computers for field use;
4.1A.2f: Identify evolving or existing crime patterns, particularly those involving career criminals so as to provide supporting data for improved allocation.	Analyzed north side commercial burglaries; analyzed auto burglaries; Investigations tracks all major crimes.			
4.1A.2g: Study methods to further enhance community oriented policies.	Developed programs directed to enhance police-community relationship.			Implemented Community Services Bureau; Neighborhood Resource Officer Program
Provide Investigative Services directed toward successful prosecution and conviction of criminal offenders.				
4.1A.3a: Provide for quality preliminary investigations that will enhance the success of follow-up investigation and subsequent court prosecution.	Develop advanced training for police personnel in crime scene investigation and reporting	Developed policy and procedures for investigating crimes.		Provided 90 hours of advanced training to sworn police personnel each year.
4.1A.3b: Provide for selective screening of cases to be investigated past the preliminary investigation stage.	Criminal reports reviewed by Patrol Staff Lieutenant and investigations supervisors.	Policy on criminal cases to be referred to Investigations for further follow-up.		
4.1A.3c: Investigate all major crimes.		Policy and procedures developed for the investigation of all major crimes.		100% of all reported major crimes investigated.
4.1A.3d: Provide continuous monitoring of the effectiveness and efficiency of the investigative process.	Developed performance indicators that monitor the efficiency of the investigative process.	Performance indicators for major crimes investigations.		Staff monitors performance indicators each reporting period.

Action Statement	Staff Responsibilities	Analysis and Policy	Infrastructure and Funding	Other
4.1A.3e: Strengthen the investigator/victim/witness relationship.		Domestic Violence Policy and Protocol; Victim/Witness Assistance program.		
4.1A.3f: Maintain a cooperative liaison with the prosecuting attorney.		Policy for obtaining search warrants.; testifying in court; obtaining criminal complaints.		Deputy District Attorney assigned to Public Safety; Investigations supervisor assigned as liaison with District Attorneys Office.
Reduce crime by strengthening the Police/Community partnership.				
4.1A.4a: Continue and enhance neighborhood based crime prevention activities.	Developed crime prevention programs	Neighborhood Watch Program	Implemented 4 Crime Prevention Assistants and 7 Neighborhood Resource Officers.	Community Services Bureau provides a variety of crime prevention programs to the community, businesses and the schools.
4.1A.4b: Continue and enhance programs designed to reinforce positive juvenile behavior and prevent juvenile delinquency.		Juvenile Diversion program; Sober Graduation; Substance Abuse Program		
4.1A.4c: Continue and enhance loss prevention programs in the commercial and industrial sectors.		Robbery prevention program; Plan Review program; Shoplift prevention program		
4.1A.4d: Continue and enhance programs designed to prevent and reduce drug and alcohol abuse.		Substance Abuse in the Workplace program; Sober Graduation Program; Avoid the 13 Program; Substance Abuse Elementary and Middle and High School program.	Implemented 4 Officer Narcotics Unit	
4.1A.4e: Identify geographical areas or population groups experiencing noticeable crime victimization in order to improve effectiveness of crime prevention efforts.	Developed programs targeting senior citizens, youth, and business dealing with crime prevention			
4.1A.4f: Develop citizen involvement in all phases of prevention programs.		Neighborhood Watch program; SNAP program		
Facilitate the safe movement of pedestrians, bicyclists and vehicles.				
4.1A.5a: Provide traffic enforcement to deter traffic violations.			Selective Traffic Enforcement Unit consisting of six motorcycle officers.	

Action Statement	Staff Responsibilities	Analysis and Policy	Infrastructure and Funding	Other
4.1A.5b: Provide traffic enforcement in congested areas during commute hours to enhance the safe flow of traffic.				Motorcycle officers assigned during commute hours to work selected areas of the city
4.1A.5c: Provide vehicle and pedestrian accident analysis to determine common locations and causes so as to properly plan selective enforcement.	Traffic Unit Supervisor reviews all accident reports; analyzes cause and location of accidents.	Receive accident analysis from State as requested		Work with Traffic Engineering to identify problem accident locations. Officers assigned to work specific locations during specific times of day.
4.1A.5d: Provide bicyclist accident analysis to determine common locations and causes so as to properly plan selective enforcement.	Same as above.	Same as above.		Same as above.
4.1A.5e: Participate in citywide bicycle plan.	Participated in implementing Citywide Bicycle plan.			Provide bicycle safety information; provide selective bicycle traffic enforcement.
4.1A.5f: Maintain liaison with the Traffic Engineering Department in studying and solving traffic problems.	Work with Traffic Engineering identifying hazardous roadway conditions, Accident analysis.			
4.1A.5g: Participate in activities that enhance the successful detection, apprehension, rehabilitation, and prevention of persons driving under the influence of alcohol/drugs.	Develop training programs for officers in detection and apprehension of drugged/drunk drivers.			Participate in Avoid the Thirteen program. Provide advanced training to officer s in the detection and apprehension of drunk\drugged drivers.
4.1A.5h: Participate in prevention and enforcement activities directed at minimizing personal injury in traffic collisions.		Seat Belt program; Bicycle Rodeo; Safeway to School program;	Comprehensive Traffic Safety Grant	Selective Traffic Enforcement Units are assigned to work high hazard accident areas of the City.
Goal 4.1B: Provide Community Oriented Services That Are Responsive to Citizen's Needs in Traditionally Non-Criminal Areas				
Aid those who cannot care for themselves (intoxicated, addicted, mentally ill, physically disabled, the young, the old)				
4.1B.1a: Identify and maintain current community referral agencies.	Desk Officer maintains referral list and updates as needed.			
4.1B.1b: Provide emergency transportation or commitment to medical, mental health, or other appropriate facilities.		Mentally Disabled Persons Policy,		

Action Statement	Staff Responsibilities	Analysis and Policy	Infrastructure and Funding	Other
4.1B.1c: Maintain liaison with social services agencies providing support to indigent persons.	Maintain liaison with Salvation Army; Santa Clara County Human Relations Dept.			Member of Board of Sunnyvale Community Services Agency.
Provide crisis intervention and conflict management.				
4.1B.2a: Identify and maintain list of current referral agencies.	Desk Officer updates annually or as needed book of referral agencies.			
4.1B.2b: Provide diversion programs and referrals for juvenile offenders.	Implemented in-house Juvenile Diversion program	Juvenile Criminal Offender Diversion Program; Juvenile Traffic Offender Diversion Program.		
4.1B.2c: Monitor repeat juvenile offenders and identify them to the proper authorities such as juvenile probation and the Juvenile Court system.	Monitor Juvenile Contact Reports for repeat offenders and referral to Juvenile Probation Dept.		Juvenile Probation Officer assigned to Public Safety.	
4.1B.2d: Develop programs aimed at violence prevention.				Gang awareness programs in community and schools
4.1B.2e: Continue Domestic Violence enforcement program.		Developed new Domestic Violence Policy; Developed and implemented in County-wide Domestic Violence Protocol.		Provide yearly training to all sworn officers in Domestic Violence investigation.
4.1B.2f: Maintain liaison with appropriate support groups for victims of traumatic crimes.		Victim/Witness Assistance program and policy; Elder Abuse policy.		
4.1B.2g: Provide training for officers on the resolution of personal and interpersonal conflicts.				Domestic violence training; Sexual abuse crimes training;
4.1B.2h: Facilitate civil conflict resolutions by intervention/referral.		Landlord-Tenant Dispute Policy		
Goal4.1C: Increase and Maintain Public Confidence in the Ability of the Public Safety Department to Provide Quality Police Services.				
Provide for assessment of changing community needs and expectations.				
4.1C.1a: Identify means of measuring citizen satisfaction with Police Services.	Developed Customer service feedback forms and Citizen Satisfaction Surveys.			

Action Statement	Staff Responsibilities	Analysis and Policy	Infrastructure and Funding	Other
4.1C.1b: Provide analysis of crime data so as to adequately plan enforcement strategies.	Implemented directed patrol plans based on analysis of crime patterns.			Utilized computerized database for tracking commercial burglaries, auto thefts, auto burglaries, Sex offenders, Parolees,
4.1C.1c: Provide for data systems enhancements to improve data used for resource allocation strategies.			Installed new Records Management System, Computer Aided Dispatch System, Mobile Data Terminal System	
Provide inspection and control of personnel and Department operations which is responsive to citizen concerns.				
4.1C.2a: Maintain Department policies for control and internal discipline.		Two volume Police Procedures manual developed; General Orders Manual completely revised.		
4.1C.2b: Maintain Internal Affairs policies and procedures.		Developed new Citizens complaint policy, and Discipline policy.		
4.1C.2c: Promote public awareness of Internal Affairs process.	Developed new Citizens Inquiry Brochure.			
4.1C.2d: Facilitate the process of handling citizen complaints.		New Citizens Complaint Policy streamlined process.		Performance indicators developed to reflect timeliness of handling complaints.
4.1C.2e: Report annually to the City Council on citizen inquiries and Department action taken.		Deleted due to confidentially of citizen inquiries.		
Goal 4.1D: Conduct Planning and Administration that Incorporates Interaction with other City Departments as well as other Agencies, both Public and Private, where Mutual Concerns Exist which could have Impact on the Delivery of Law Enforcement Services.				
Coordinate law enforcement planning with local, regional, State, and Federal plans.				
4.1D.1a: Identify and maintain liaison with appropriate intergovernmental agencies and organizations.				Santa Clara Co. Police Chiefs Association; Law Enforcement Executive Council; Abandoned Vehicle Abatement Authority; Santa Clara Co. Operations Commanders; California Peace Officers Association
4.1D.1b: Establish and maintain agreements for mutual aid.		Statewide Law Enforcement Mutual Plan. Local agency agreements.		

Action Statement	Staff Responsibilities	Analysis and Policy	Infrastructure and Funding	Other
4.1D.1c: Establish and train in Mutual Aid procedures.	Develop training in mutual aid procedures.	Mutual Aid Policy		Participated in Mutual Aid with Los Gatos and Santa Cruz during Loma Prieta Earthquake and with San Francisco during King trial.
4.1D.1d: Participate in Major Disaster Preparedness planning at all levels of government.	Disaster Preparedness Coordinator acts as liaison with State and Federal Agencies.			
Provide effective and efficient management of Public Safety resources in order to meet the needs of: The community, the internal organization, and those mandated by regional, State, and Federal agencies.				
4.1D.2a: Monitor actions of appropriate governmental legislative and regulatory bodies which impact Department planning and operations.	Review new legislative issues. Attend annual legal updates on new laws impacting police services.			
4.1D.2b: Develop proposals and apply for appropriate governmental grants.	Wrote Grant Proposal			Received Comprehensive Traffic Safety Grant from State Office of Traffic Safety.
4.1D.2c: Provide professional input to assist Council when considering community position on legislative issues.	Research and develop staff reports for Council.			

RESOLUTION NO. 105-95

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SUNNYVALE AMENDING THE GENERAL PLAN BY REVISING THE LAW ENFORCEMENT SUBELEMENT

WHEREAS, the Department of Public Safety has proposed an amendment to the 1972 General Plan of the City of Sunnyvale, as amended, by revising the Law Enforcement Subelement, which proposed Subelement is set forth in Report to Council No. 95-001 dated January 10, 1995; and

WHEREAS, a Negative Declaration has been prepared in compliance with the California Environmental Quality Act of 1970, as amended, and City Council Resolution No. 193-86; and

WHEREAS, the Planning Commission held a noticed public hearing on the proposed amendments on December 12, 1994, after which the Planning Commission recommended that the City Council adopt the amendment; and

WHEREAS, the City Council held a noticed public hearing to consider adoption of the amendment on January 10, 1995, at which time certain amendments to the Subelement were approved;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SUNNYVALE THAT:

1.   The City Council finds and determines that the proposed amendment conforms with the requirements provided for in the Sunnyvale Municipal Code, that it is a suitable and logical change of the General Plan for the development of the City of Sunnyvale, and that it is in the public interest.

2.   The revised Law Enforcement Subelement as adopted, a copy of which is on file in the Office of the City Clerk

of the City of Sunnyvale, is hereby incorporated into the 1972 General Plan of the City of Sunnyvale.
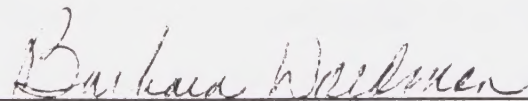
3.   The Mayor and City Clerk are directed to endorse the amendment to the 1972 General Plan of the City of Sunnyvale and to show that the same has been adopted by the City Council.

4.   The City Clerk is directed to file a certified copy of the amendment to the 1972 General Plan of the City of Sunnyvale with the Board of Supervisors and the Planning Commission of the County of Santa Clara and the planning agency of each city within the County of Santa Clara. The City Clerk is directed further to file a certified copy of the amendment with the legislative body of each city, the land of which may be included in said plan.

Adopted by the City Council at a regular meeting held on January 10, 1995, by the following vote:
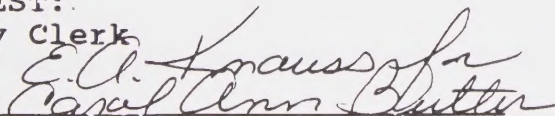
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AYES:      ROBERTS, ROWE, NAPIER, KAWCZYNSKI, PARKER, NOLL, WALDMAN
NOES:      NONE
ABSENT:    NONE
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APPROVED:

_____
Mayor

ATTEST:
City Clerk

By_____
Deputy City Clerk
(SEAL)p